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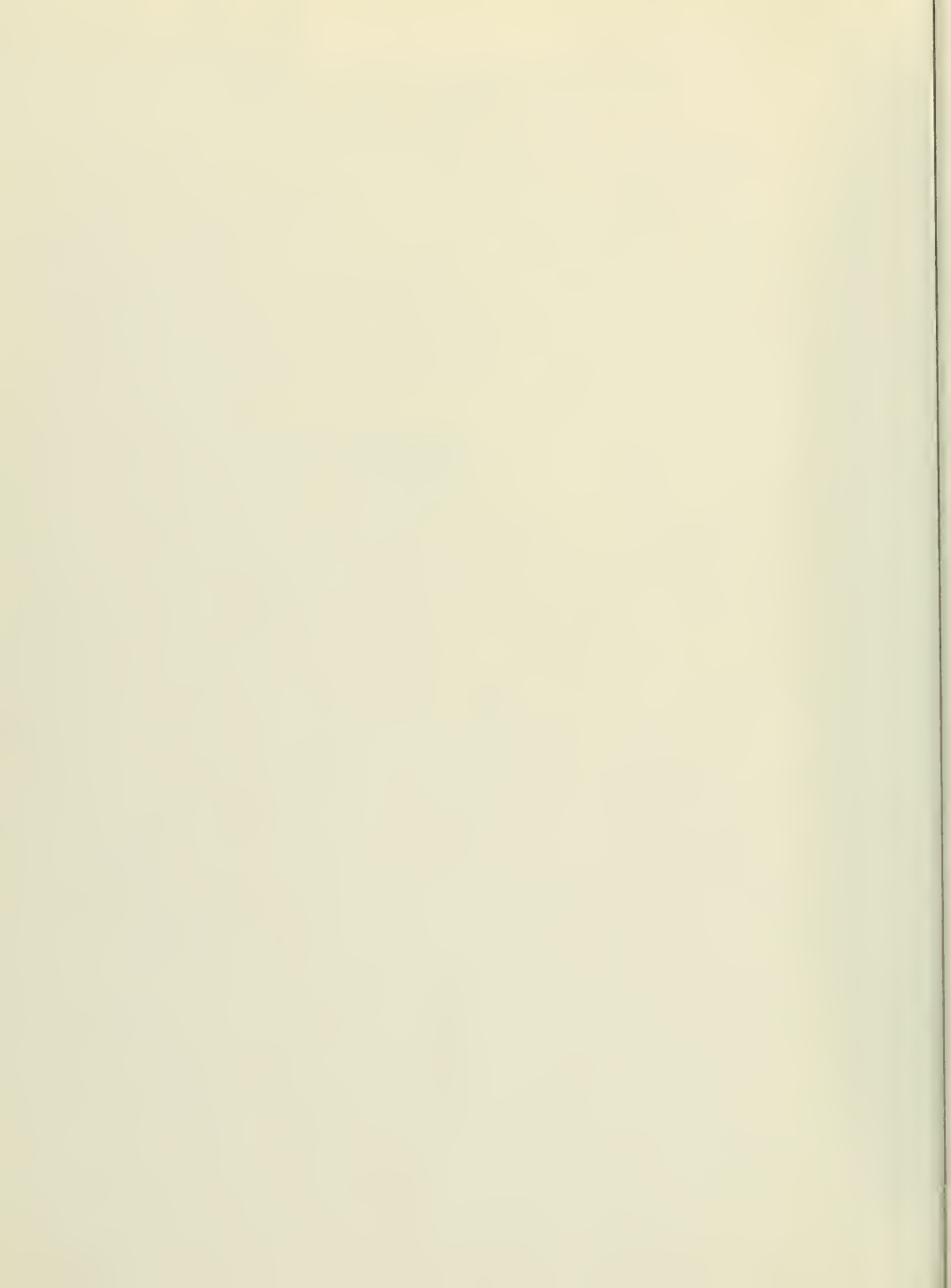
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ANNUAL REPORT

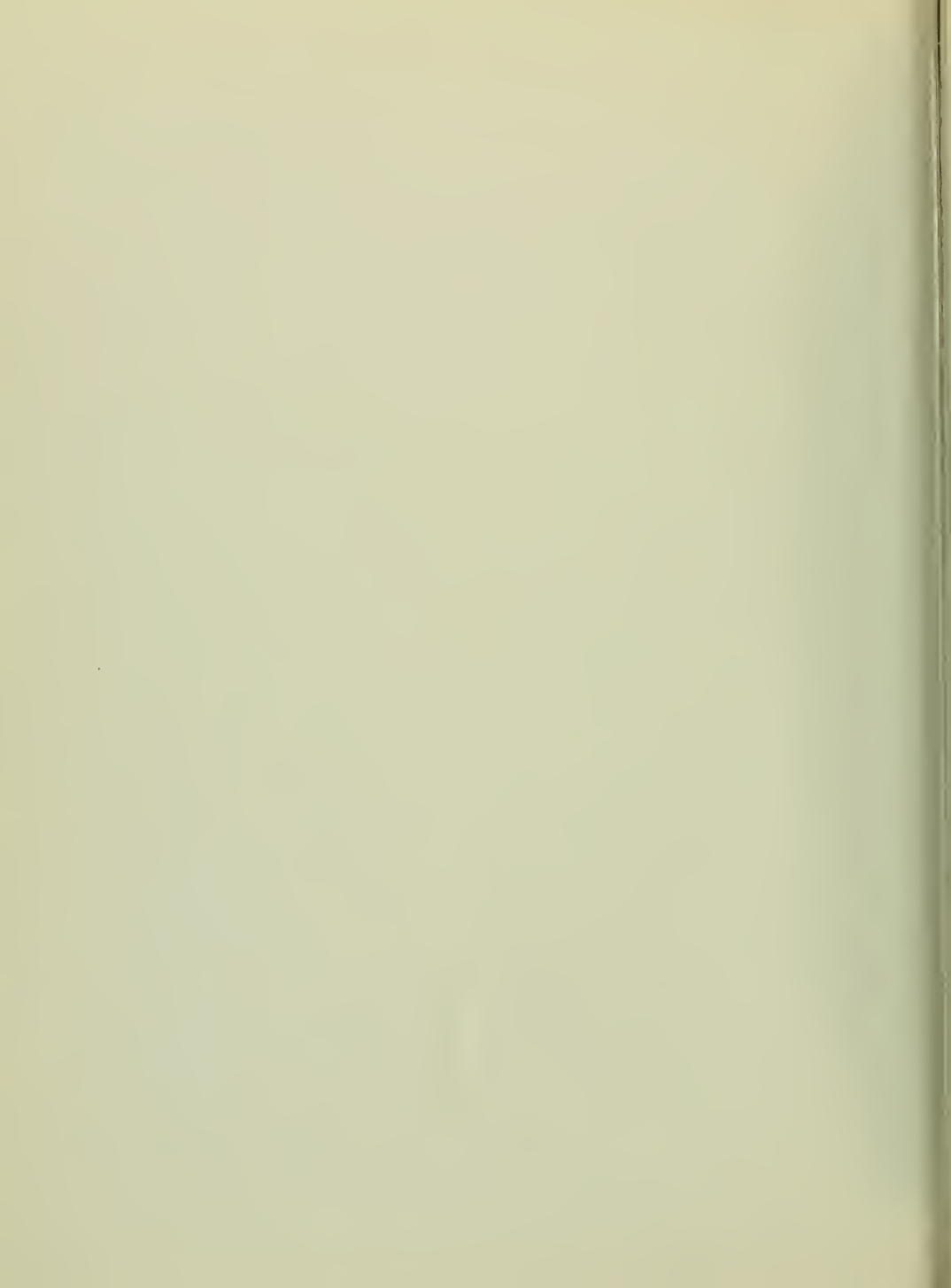
Civil Service Commission of San Francisco, California

Fiscal Year Ending June 30, 1939





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ANNUAL REPORT

Civil Service Commission of San Francisco, California

Fiscal Year Ending June 30, 1939



Oath of Office of Members of the
San Francisco Civil Service Commission.

"I am opposed to appointments to the public
service as a reward for political activity and
will execute the office of Civil Service Com-
missioner in the spirit of this declaration."

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FOREWORD

This report is designed to serve a twofold purpose. First, it is the annual report of operations of the San Francisco Civil Service Commission which is required by section 19 of the charter. Second, it is an effort to more fully acquaint the citizens of San Francisco with the operations of the Commission, the basic law governing these matters, and with the problems, policies and objectives of the Commission.

In public personnel administration it is a matter of supreme importance that the principles of the merit system are carried out in all phases of administration. The members of the Commission believe it is likewise important that the citizens be afforded the opportunity for a better understanding, not only of these fundamental principles, but of the methods used to make them fully effective in day to day operation, as well, to the end that these principles shall have the wholehearted support of the community.

In its report titled "Better Government Personnel" issued on January 7, 1935, the Commission of Inquiry on Public Service Personnel, which was appointed by President Hoover to conduct a nationwide study of public personnel problems said:

"We find that our governmental units, federal, state, and local, do not generally offer the more capable men and women a fair chance, in any way comparable with that offered by private business, industry, or the professions, for a lifetime of honorable work affording opportunity for advancement based on merit and accomplishment. The spoils system, the use of the public payroll for charity, indiscriminating criticism of public employees, and the failure to adjust our ideas, our governmental institutions, and our public personnel policies to the social and economic changes since the Civil War, are primarily responsible for this condition. The cure is not to be found in negative prohibitive legislation, but in positive constructive action. * * *

"What is now required is a new public personnel program which will establish throughout all levels of American government the CAREER SERVICE SYSTEM."

With these conclusions the San Francisco Civil Service Commission is in thorough accord. The Commission has accepted its responsibility for developing a positive and constructive program of administration which will place the interests and welfare of the public service above all other considerations. The Commission is creating this new personnel program in the San Francisco Municipal Service. We hope it will have the confidence and the support of all citizens.

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CITY AND COUNTY OF SAN FRANCISCO

ANGELO J. ROSSI, MAYOR

MEMBERS OF THE
CIVIL SERVICE COMMISSION

MILTON S. MAXWELL, PRESIDENT
HARRY K. WOLFF, VICE-PRESIDENT
HOWARD M. MCKINLEY, COMMISSIONER

CIVIL SERVICE COMMISSION
151 CITY HALL

WM. L. HENDERSON
PERSONNEL DIRECTOR AND SECRETARY

August 15, 1939

Hon. Angelo J. Rossi, Mayor
City Hall
San Francisco

Dear Mr. Rossi:

The Annual Report of the Civil Service Commission for the fiscal year ended June 30, 1939, is submitted herewith in accordance with the provisions of Section 19 of the Charter of the City and County of San Francisco.

We thank you most sincerely for your never-failing interest in the affairs of this Commission. Your recognition of the importance to the community of a proper functioning merit system is indeed gratifying to us. Knowing that the demands made on your time and patience are countless, we all the more appreciate your generous response when matters affecting the welfare of this unit of the government are brought to your attention. Without your support and cooperation, your understanding of our problems, the accomplishments of the past year would have been impossible.

The splendid spirit of loyalty and cooperation existing among the employees of this department is a source of great satisfaction to us. It has aided materially in bringing about the results recorded in this report.

Respectfully submitted

CIVIL SERVICE COMMISSION

Milton S. Maxwell
President

Harry K. Wolff
Vice-President

Howard M. McKinley
Commissioner

CITY AND COUNTY OF SAN FRANCISCO

ANGELO J. ROSSI, MAYOR

MEMBERS OF THE CIVIL SERVICE COMMISSION

MILTON S. MAXWELL, PRESIDENT
HARRY K. WOLFF, VICE-PRESIDENT
HOWARD M. MCKINLEY, COMMISSIONER

CIVIL SERVICE COMMISSION 151 CITY HALL

WM. L. HENDERSON
PERSONNEL DIRECTOR AND SECRETARY

August 9, 1939

The Honorable Civil Service Commission
City Hall
San Francisco

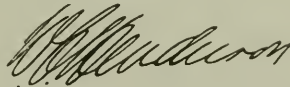
Gentlemen:

I submit herewith for the approval of the Commission a report concerning the operations of the Civil Service Commission for the fiscal year ended June 30, 1939.

Throughout the year, the reorganization program ordered by the Commission has continued. This has entailed a vast amount of research and study. Other activities incident to the reorganization program have imposed additional work. These unusual services were performed without interruption or curtailment of normal operations. The staff has therefore been placed under a very heavy burden. These added duties have been effectively discharged in a manner which has given expression to the loyalty and the interest of every member of the staff. For this fine cooperation and enthusiasm, I am deeply grateful.

I desire to express to the Commission, for myself and for the other members of the staff, our appreciation of the confidence and support you have given us throughout the year. Your advice, your understanding, and your willingness to experiment with and accept new ideas and practices have been a constant inspiration and challenge to all of us.

Respectfully submitted



Personnel Director and Secretary

WLH:MS

Section 1. PERSONNEL AND ORGANIZATION OF THE COMMISSION AND STAFF

EXHIBIT No. 1

MEMBERS OF THE COMMISSION 1900 to 1939

Commissioner	Appointed	Term Expired
J. Richard Freud	1- 8-1900	1- 5-1902 *
John E. Quinn	1- 8-1900	1- 7-1902
P. H. McCarthy	1- 8-1900	1- 7-1903
Chas. A. Murdock	1- 6-1902	1- 7-1903
Louis J. Ohnimus	1- 8-1902	1- 7-1903 **
Jos. R. R. Mershon	1- 8-1903	4-29-1903 **
Geo. H. Bahrs	5-20-1903	1- 7-1909
	1-31-1910	1- 7-1912
John W. Rogers	1- 8-1903	12-15-1905
Chas. J. Williams	1- 8-1904	1- 7-1906
Edward F. Moran	12-18-1905	1- 7-1908
Richard Cornelius	1- 8-1906	1- 7-1910
Matthew I. Brady	1-18-1908	1-31-1910
	1- 8-1913	1- 7-1915 **
Sheldon G. Kellogg	1- 8-1909	1-31-1910
Frank C. McDonald	1- 8-1910	1- 3-1912 **
Chas. M. Leavy	1-31-1910	8-26-1910 *
B. B. Rosenthal	9-26-1910	7- 1-1917
Earle A. Walcott	1- 8-1912	1- 3-1931 *
Harry E. Michael	1- 6-1912	1- 7-1913
John J. O'Toole	1- 8-1915	1- 4-1926 **
George A. Traeey	7- 1-1917	12-18-1923 *
John F. Davis	1- 8-1924	6-30-1929
Hugh McKevitt	1- 4-1926	1-27-1931 **
Wm. P. McCabe	7-20-1929	6-30-1935
Lewis F. Byington	1- 3-1931	1- 7-1932
Howard M. McKinley	1-27-1931	
Harry K. Wolff	1- 8-1932	
Milton S. Maxwell	7- 1-1935	

*Died

**Resigned

EXHIBIT No. 2

EXECUTIVE OFFICERS OF THE COMMISSION 1900 TO 1939

Name	Title	Appointed	Terminated
Edward F. Moran	Secretary and Chief Examiner	January 1, 1900	December 18, 1905 **
Aaron H. Powers	Secretary and Chief Examiner	December 18, 1905	December 31, 1907 **
James J. Maher	Secretary and Chief Examiner	January 13, 1908	December 1, 1928 ***
William L. Henderson	Personnel Director and Secretary	December 1, 1938	

**Resigned

***Retired

PRESENT MEMBERS OF THE COMMISSION

Name	Present Office	Original Appointment
Milton S. Maxwell	President	July 1, 1935
Harry K. Wolff	Vice-President	January 8, 1932
Howard M. McKinley	Commissioner	January 27, 1931

NOTE: The terms of office of president and vice-president are for two years. By rule of the Commission, the Commissioner serving the fifth and sixth year of his current appointment becomes president. The Commissioner serving the third and fourth year of his current appointment becomes vice-president.

Civil Service Commissioners are appointed by the Mayor for six year terms. Terms are overlapping—one Commissioner being appointed every two years. Appointments of Civil Service Commissioners are not subject to confirmation or approval by the legislative branch of the municipal government (the Board of Supervisors) as is the case of members of some other commissions.

Civil Service Commissioners may be suspended by the Mayor, and may be removed from office by the Board of Supervisors for official misconduct only if the charges are sustained by a three-fourths vote of the Board after a public hearing. Most other appointees by the Mayor may be removed by him without review by or reference to the Board of Supervisors.

These provisions governing appointment and method of removal of members of the Civil Service Commission were incorporated in the charter in order to afford members of the Commission the maximum freedom from political control or reprisal.

EXHIBIT No. 4

STAFF OF THE COMMISSION

Permanent Employments Established as of June 30, 1939

Administration:

Henderson, Wm. L.	Personnel Director and Secretary
Albert, Harry	Assistant Personnel Expert
Saline, Martha	Assistant to the Secretary
Kelley, Helen	General Clerk-Stenographer

Personnel and Secretarial Divisions:

Dolen, Kathleen (In charge).....	Supervisor of Wage Scales and Classifications
Ficklin, Lohn	*Junior Personnel Assistant
Siemens, Gretchen	*Junior Personnel Assistant
Bunney, L. Ralph.....	Head Clerk
O'Connor, Richard	General Clerk
Hilkey, Mildred	*General Clerk-Stenographer
Quinn, Joseph	General Clerk-Typist
Brayton, F. Donald	General Clerk-Typist
Wiebalk, August	Senior Clerk
Burgin, Wilma	General Clerk-Typist
Licht, Joseph	*Office Assistant

Examining Division:

Landreville, L. A. (In charge).....	Supervisor of Examinations
Zion, E. R.	*Civil Service Examiner
Smith, I. S.	Civil Service Examiner
Sues, Otto	Civil Service Examiner
Bowler, James	Civil Service Examiner
Rutledge, Donald	*Junior Personnel Assistant
Diamond, Mark	Junior Personnel Assistant
Ryan, Ceelia	General Clerk Typist

*Filled under temporary appointment until July 1, 1939 when position is established as permanent. Corresponding reductions are made in appropriations for temporary services.

**Retired June 30, 1939.

EXHIBIT No. 5

CIVIL SERVICE COMMISSION

Three Members, Appointed by the Mayor

PERSONNEL DIRECTOR & SECRETARY

Assistant to the Secretary

Assistant Personnel Expert

PERSONNEL DIVISION

Supervisor of Wage
Scales & Classifications

- 2 Junior Personnel Assistants
- 1 Head Clerk
- 1 General Clerk
- 1 General Clerk Stenographer
- 2 General Clerk Typists
- 1 Office Assistant
- Temporary Help as Needed

Functions

- 1 Classification, Pay and Organization Studies
- 2 Contract Wage Scales
- 3 Examination Announcements
- 4 Information Desk
- 5 Certifications, Authorizations
- 6 Personnel Records & Files
- 7 Commission's Accounts
- 8 Supplies

EXAMINING DIVISION

Supervisor of
Examinations

- 3 Civil Service Examiners
- 2 Junior Personnel Assistants
- 1 General Clerk Typist
- Temporary Help as Needed

Functions

- 1 Preparation, Administration & Scoring of Examinations
- 2 Preparation of Eligible Lists
- 3 Inspection of Examination Papers
- 4 Investigation of Protests on Examinations
- 5 Research on Examination Procedures

SECRETARIAL DIVISION

- 1 Senior Clerk
- 1 General Clerk Typist
- 1 General Clerk Stenographer

Functions

- 1 Preparation of Calendars
- 2 Minutes & Records of Commission Actions
- 3 Approval of Time Rolls
- 4 Expense Control
- 5 Staff Conferences

PUBLIC RELATIONS

Functions

- 1 Regular Conferences with
 - a. Departmental Personnel Workers
 - b. Employee Organization Representatives
- 2 Contacts with
 - a. Civic Clubs & Organizations
 - b. Schools & Colleges

Section 2. THE REPORT OF ROUTINE OPERATIONS

The Commission desires to express its appreciation to the officials and employees of the City and County Government for their cooperation throughout the year.

The members of the Commission and the Staff understand that the effective discharge of the Commission's responsibilities depends in a large measure on whether there exists between the Commission and the personnel of the other branches of the government a recognition and appreciation of mutual problems and common objectives.

Particularly the Commission is indebted to Mayor Angelo J. Rossi, Controller Harold J. Boyd, and City Attorney John J. O'Toole.

Annual Expenditures

The expenditures of the Civil Service Commission for the fiscal year 1938-39 totalled \$70,369.66. The expenditures for the preceding year totalled \$92,582.18, including some \$7,500 for non-recurrent items of expense for salary standardization surveys and remodeling the office. Deducting these non-recurrent items, the operating expenditures for the preceding year were approximately \$85,000. The reductions effected during the fiscal year 1938-39, which amount to approximately \$15,000 under the operating expenditures for the preceding year, were made possible by a careful control over expenditures and proper planning and supervision of operations. When the budget for the fiscal year 1939-40 was prepared, the Commission requested and received \$70,940, which includes some \$1,500 for non-recurrent expenditures.

Exhibit No. 6, titled "Annual Expenditures by the Civil Service Commission by Fiscal Years from July 1, 1930, to June 30, 1939, and Appropriations for the Fiscal Year 1939-40" on page 40 summarizes and analyzes the expenditures of the Commission for the past several years. It will be noted that there was a sharp and steady increase in expenditures from 1930-31 to 1937-38. This was occasioned by additional duties imposed under the present charter effective January 8, 1932. The effect of these new duties was not fully reflected in our expenditures at the beginning because the Commission was not organized to immediately assume and discharge completely all of the new duties.

His Honor the Mayor, Angelo J. Rossi, has never refused any of our requests for funds. Likewise, the Board of Supervisors have voted needed appropriations although on one occasion in recent years the Commission experienced difficulty in securing from the Board of Supervisors

additional funds which were urgently needed to conduct examinations.

Under former administrations it was very difficult to secure adequate appropriations with which to conduct the office. Every year, the Commission requested additional funds with which to administer examinations and to perform other necessary functions of the Commission. Regularly each year these requests were denied. That was the device used to effectively nullify the civil service provisions of the charter prior to 1932. Large numbers of positions which were subject to civil service were filled by emergency non-civil service appointments pending examinations to establish proper lists from which to fill the positions, but funds to hold the examinations were never provided. Some of these emergency appointments continued for as long as twenty years. In other respects, essential activities were curtailed or eliminated because of lack of funds.

The freeholders, in drafting the present charter, wrote into the charter two provisions governing appropriations to the Civil Service Commission which were intended to protect the Commission in the matter of necessary funds. One of these provisions is that the Civil Service Commission shall be allowed a sum each year which shall be not less than $\frac{1}{2}\%$ tax levy on each \$100 of assessed valuation. This provision guarantees the Civil Service Commission under the present valuation of taxable property approximately \$40,000 per year.

In addition to this safeguard, the charter provides that when no list of eligibles is available for a position requisitioned by the appointing officer, the Commission may authorize the appointing officer to make an emergency non-civil service appointment until a regular civil service appointment may be made but not to exceed ninety days. In that event the Commission shall immediately hold an examination to establish a list of eligibles for such position. The charter further provides that if the funds appropriated to the Civil Service Commission are insufficient to meet the cost of the examination, the Commission "shall report to the mayor the estimated cost thereof, and the mayor shall request and the supervisors shall make supplemental appropriation therefor . . ." These two provisions are believed to be effective protections against possible efforts of future administrations to strangle the Civil Service Commission by withholding necessary funds.

We desire to repeat, however, that we have been generously treated by Mayor Rossi and the Board of Supervisors and provided with necessary funds under the present administration.

Number of Employments

As of June 30, 1939, there was a total of 12,923 permanent employments established in the city and county service. This is exclusive of members of boards and commissions, some of whom are compensated and some of whom are not compensated. The figure quoted includes elective officials. For a tabulation and analysis of the total number of positions in the city and county service, refer to Exhibits Nos. 7, 8, and 9, on pages 41, 42, and 44.

These tabulations show that 8098 or 62.6% of all employments are subject to civil service, while 6181 or 47.7% are subject to salary standardization. Almost 2500 members of the Police and Fire Departments are exempt from salary standardization because their salaries are fixed in the charter, although these employments are subject to civil service. On the other hand, many employments such as attorneys and physicians are exempt from civil service but subject to salary standardization. The classified service, which includes all positions subject either to salary standardization or civil service or both, totals 9021 employments. For a tabulation of members of boards and commissions see Exhibit No. 10 on page 45.

On January 8, 1934, there were established in the municipal service 11,900 employments, not including 665 employments in connection with Hetch Hetchy construction, which work has since been completed and the employments terminated. This is an increase of 1057 employments in the municipal service since January 8, 1934. These increases have occurred largely because of increased demands for service in the Public Library, the Department of Public Works, the Department of Public Health, the Public Welfare Department, and the Board of Education. Increases in these departments account for more than 800 of the total increases in employments that have occurred since 1934.

The increase in number of permanent employments has been offset to some extent by elimination of so-called temporary employments with consequent reductions in appropriations for temporary service. To the extent that continuing temporary employments have been curtailed, the increase in number of permanent employees is desirable and necessary.

Three years ago the annual salary ordinance provided that positions which became vacant during the year could not be refilled until the Civil Service Commission had made an investigation to establish the necessity for the continuation of the position. This provision made possible the elimination of a number of vacated positions. However, it was omitted from the salary ordinance after two years, and in fact there was effective non-

compliance during part of the two years the provision was in the salary ordinance.

The charter gives the Civil Service Commission the authority to express its judgment as to the necessity for a proposed new position. This authority does not extend to the matter of filling vacated positions.

We believe that the Mayor and the Board of Supervisors should give consideration to the advisability of reestablishing and making effective the provision in the salary ordinance under which vacated positions shall not be filled until the Civil Service Commission has investigated and reported as to the necessity for the continuation of the service. It should be borne in mind that under this provision, the Civil Service Commission does not determine whether the vacated position should be filled or not. The Commission simply establishes the facts and makes a report thereon to the Mayor and to the Board of Supervisors, and the Mayor and the Board of Supervisors, either or both, depending upon the language of the provision, would then determine whether the position should be filled. Experience has shown that these investigations are worthwhile and serve a useful purpose in personnel administration, as well as making possible substantial economies.

Classification of Positions

The proper classification of positions is the foundation upon which a sound civil service system is built. The payment of equitable salaries, the establishment of minimum qualifications for entrance to civil service examinations, the preparation of valid examinations, the use of common terminology in all of the various personnel transactions, all depend in the first instance on a correct classification of positions. It is the duty of the Civil Service Commission to see that all of the positions subject to classification are classified on the basis of their duties and responsibilities and that where duties and responsibilities of positions change, such positions are reallocated to their proper classification.

The charter provides that the Civil Service Commission shall allocate positions to the various classifications on the basis of duties and responsibilities and, further, that the Commission may from time to time reallocate positions in accordance therewith. The charter provides also that such reallocations shall not adversely affect the status of the employee legally holding such position. The next sentence in the charter, however, provides that no employee shall hold a position outside of the classification to which he has been appointed. The Commission has adopted a uniform policy in dealing with these positions where the duties have gradually changed over a period of years to the point where reallocation is neces-

sary for proper classification. For the past several years, the Commission has taken the view that when a position is reallocated to a different classification by reason of change in duties, the occupant of that position cannot acquire status in the new classification except by examination for the new classification. A case in point occurred several months ago when the Commission reallocated a position of Supervising Field Nurse to a new class of Assistant Director of Field Nursing.

When the position was re-allocated the occupant participated in the promotive examination which was held to fill the position under the new classification, but failed to place high enough on the list for appointment. The eligible highest on the list for Assistant Director of Field Nursing was appointed to the position, and the former occupant was thereupon returned to duty as a Supervising Field Nurse. Actually the person who held the position prior to its reclassification qualified by examination for appointment as a Supervising Field Nurse. She had only the right to hold a position of that classification. When she failed to qualify for appointment as an Assistant Director of Field Nursing and was removed from that position and returned to duty in a position in the classification in which she was qualified, her civil service status as a Supervising Field Nurse was not adversely affected. There have been a number of similar instances.

In other cases where the duties of the position have not changed but the classification involved is combined with another existing classification and the duties of the two classifications consolidated, the only change is that of titling, and the occupants of such reallocated positions are given the right to continue to occupy the position under the new title.

During the fiscal year, the Commission reclassified 51 positions after a thorough investigation of their current duties. Seventy-two other requests for reclassification were denied.

The Commission may undertake on its own initiative investigation of duties to determine if reallocation is necessary when information comes to us that an employee is not performing the duties of his classification. In a number of instances, the Commission has required an appointing officer to return employees to the duties for which they were certified and for which they qualified by examination. It is essential that employees be assigned to the duties of their proper classification. If appointing officers are permitted to assign employees to perform duties for which they are not certified, the rights of other eligibles are adversely affected. The Commission in recent years has had sufficient staff to police the service in respect to classifications and assignments much more effectively than formerly.

From time to time it is necessary to revise the statement of duties of classes included in the classification. These amendments are made as the need arises and frequently when examinations for a given class are announced. During the year the statements of duties of 17 classes were amended or clarified. Eight classifications were abolished and 16 classes were retitled. Forty-eight new classes were added to the classification.

For an analysis of the classification structure refer to Exhibit 11 on page 46.

Salary and Wage Studies

The Commission is charged with the duty of reporting to the Board of Supervisors from time to time the wages being paid in private employment for services in connection with work performed under contract for the City and County. The charter provides that these employers who perform work under contract for the City and County shall pay the employees so engaged a wage which shall be not less than the highest general prevailing wage for comparable service in private employment. Pursuant to this charter provision, the Commission reported during the year to the Supervisors, wage scales for 27 classifications used on construction work performed on contract for the City and County.

In addition to reporting the wages paid in private employment as a basis for establishing minimum wage scales for work performed under contract for the City and County, the Civil Service Commission is charged with the duty of recommending to the Board of Supervisors salary standardization schedules for the municipal service. Under our charter these schedules shall be not higher than the rates prevailing in private employment for comparable work or in other governmental jurisdictions in this state. Note that municipal employees' scales shall be not higher than rates in private employment while scales for persons employed by contractors who are performing work for the City under contract shall be not less than the highest prevailing rate in private employment.

During the fiscal year, the Commission completed a comprehensive survey of wages paid in private employment and in other governmental jurisdictions. We secured wage data from over 250 private employments and from several of the larger California governmental jurisdictions, including the State of California, Los Angeles City, Los Angeles County, Los Angeles Board of Education, Los Angeles Light and Power Bureau, Alameda County, and the City of Oakland. After an analysis of all this data and the rechecking of a considerable portion of it, the staff of the Commission proposed salary standardization schedules to cover the 654 classifications included in the classification of duties.

The Civil Service Commission submitted its proposed salary standardization schedules to the Board of Supervisors and the board adopted the schedules on February 14, 1939, but interests that opposed the schedules secured the necessary number of signatures to a referendum petition and at a special election held on May 19, 1939, the people rejected the schedules.

The Commission will no doubt give its further consideration to the entire problem of standardization of municipal compensations during the coming year. We have already referred to Exhibit 9, which contains an analysis of employments exempt from salary standardization, and Exhibit 7, which contains a listing of employments subject to salary standardization.

Examination Schedule

In Section 5 of this report we discuss the modernization of examination techniques and procedures that is in progress in our service.

The first fundamental in a recruitment program is a sound classification of duties of all the positions that comprise the classified service, and the proper allocation of these positions to the various classes of the classification. This means that all positions involving similar duties and responsibilities are grouped into one class under one common title. A class contains only those positions in the service that are substantially similar as to duties and responsibilities. Consequently all applicants for positions that are included in one class may properly be subjected to the same test to determine relative merit or fitness.

The Commission must not only determine what duties and responsibilities are attached to the positions for which an examination is to be held, but must also determine what special knowledge and other qualifications an applicant should possess for the satisfactory performance of these duties.

Examination Announcements

Once all this information is determined, an official announcement of the examination is prepared and adopted by the Commission. This announcement fixes the conditions of the examination in terms of residential requirements, age restrictions, if any, minimum standards as to experience, education, or physical qualifications, etc., which are required for admission to the examination, as well as stating the general fields of knowledge and abilities to be tested in the examination. Tests are then devised to measure or appraise the knowledge and abilities of the applicants in the subjects which are set forth in the announcement as a part of the examination.

Announcements of examinations are advertised in the official newspaper, posted on our bulletin boards, and sent to a large number of schools,

organizations and individuals as well as to all applicants who have filed requests for such examinations.

Precautionary Measures

Extreme precautions are exercised by the Commission to protect the integrity of examinations. All questions used in an examination are prepared by our examiners and kept under lock and key. The papers of candidates are identified only by a number. The identity of the owners of the examination booklets is not known until all ratings have been completed.

After the examination has been held but before it is rated, the questions used in the examination and the tentative key answers are posted for inspection by candidates. This affords an opportunity for careful study and review of the questions and tentative key answers by the participants and frequently ambiguities and inaccuracies that had escaped our examining staff when the examination was prepared are called to our attention. Thus, of 17,484 questions included in written examinations administered last year, 329 of these, or 1.8%, were eliminated or the key answer changed after protest. All protests made by candidates are carefully examined and considered by the Commission and a decision made. After this inspection period, the official key answers are approved by the Commission and the papers are then rated in accordance with the approved key answers. After the completion of the ratings, the identification sheets are opened and a tentative list of eligibles is prepared, arranged in order of relative excellence as determined by their respective examination scores. For two weeks thereafter, while this tentative list remains posted on our bulletin board, candidates are permitted to inspect their own papers without charge to see that no errors have been made in the rating of their papers and to see that their papers have been rated in accordance with the approved key. Candidates may also examine the papers of other candidates or any citizen may inspect the papers of any candidate upon payment of a fee of \$1. After any protests that may be filed at this stage have been thoroughly investigated and acted upon, a final list of eligibles is adopted by the Commission. Appointments are thereafter made from the list as the need arises by the certification of the name of the person standing highest on the list.

No Charge for Filing

Under our charter, no fee may be charged applicants for the examination, although, as we have said, there is a fee for inspection of the papers of other candidates. Many jurisdictions do charge a nominal filing fee, and the Commission is now giving consideration to the advis-

ability of preparing a charter amendment under which a fee for filing applications to participate in examinations may be charged. It should be noted that approximately 26% of all candidates whose applications are accepted fail to appear for examinations. This adds considerable expense to the operations of the Commission as examination booklets, seating facilities, and other arrangements must be provided for all candidates. Furthermore, many persons file applications and participate in examinations for the practice and experience they thereby acquire, without any intention of accepting employment from that particular list.

Number of Examinations

During the year the Commission announced and completed a total of 94 examinations for which 15,041 applications were filed. Seventeen other examinations were announced but were only partially completed at the end of the year. For these examinations, 2,434 applications were filed, making a total of 17,475 applications filed for 111 examinations during the year. For an analysis of these examinations and summaries relating thereto, refer to Exhibits Nos. 12, 13, 14, 15, 16, 17, 18, 19, and 20, on pages 46 to 52, inclusive.

Promotive Examinations

One problem has arisen during the year which may have a very serious effect on the Commission's recruitment program. Under our charter, the Commission, whenever it deems it to be practicable, provides for promotion in the service on the basis of such tests and examinations as are considered appropriate. In these promotional examinations, municipal employees in lower ranks specified in the examination announcement are eligible to compete and persons not in the service and employees not in these specified lower ranks are excluded. The Commission believes that a career service in the best sense of the word cannot be built in the San Francisco service unless adequate promotional opportunities are made available. The Commission has therefore held to the policy of promotive examinations when the interests of the service permitted and when the interests of the service were not adversely affected thereby. When in the opinion of the Commission the interests of the service would not be furthered or would be adversely affected by a promotive examination, the Commission has opened up examinations for some of the higher paid positions to citizens outside the civil service who meet the minimum standards fixed for admission to the examination. To such examinations, municipal employees who possess these minimum qualifications are also admitted. This is an entrance examination. Occasionally, the Commission provides that those employees of the City and County who meet the minimum qualifications are

given preferential credits for City and County service. This type of examination is known as a combination entrance and promotive examination. In determining whether an examination should be promotive and thereby restricted to municipal employees, or an entrance examination open to applicants within and without the municipal service who meet the required minimum standards, or a combination examination, the Commission takes account of the material within the service that might be qualified for the position to be filled. If sufficient material within the service is available, then the examination is made promotive. If there is not adequate material within the service, it is obvious that the service would suffer by restricting the examination to persons who lack the requisite qualifications and the Commission, in such cases, announces an entrance examination or a combination entrance and promotive examination.

In a recent decision in Los Angeles, the courts have held that the Los Angeles Civil Service Commission has no discretion in determining whether an entrance or promotive examination shall be announced but that it must first hold a promotive examination in all cases, and then if the promotive examination proves that no qualified person within the service is available, the Commission may announce an entrance examination. The fallacy of this procedure is apparent to all persons with experience in practical administration. Later, the local courts ruled to the same effect concerning an entrance examination announced by the San Francisco Civil Service Commission, although the Los Angeles charter provision is not similar to ours and under the San Francisco charter the Civil Service Commission is clearly given discretion. This decision has been appealed by the Civil Service Commission. We refer to this case, *Allen vs. McKinley*, in Section 3 of this report.

If the higher courts of California confirm the decision of the local courts in the matter of *Allen vs. McKinley*, it will be necessary to seek an amendment to the charter. The municipality should not be unduly and unreasonably restricted in its efforts to improve the public service by seeking for that service the best qualified personnel.

Residential Qualifications Waived

The charter provides that all employees of the City and County must be residents thereof, and except members of the Police and Fire Departments, shall have been residents for at least one year prior to appointment. Members of the uniformed forces of the Police and Fire Departments must have been residents for at least five years prior to appointment. The charter further provides that, when qualified residents are not

available for positions requiring expert professional qualifications, the residential requirement may be waived, on the recommendation of the department head and the approval of the Civil Service Commission, the Mayor, and the Board of Supervisors. Under this provision, residential qualifications were waived in two examinations, i.e., Veterinarian and Consulting Sanitary Engineer.

Veterans' Preferences

Under our charter, veterans with thirty days or more of service during time of war in the Army, Navy, or Marine Corps, who attain the minimum passing mark in an examination, are entitled to an additional preferential credit of 5% in making up the list of eligibles derived from an entrance examination. Such veterans are entitled to a preferential credit of 3% in promotive examinations. The charter further provides that no person shall be allowed more than one such entrance and one such promotive credit.

Under the provision of the charter only 58 out of the 3,437 persons on eligible lists adopted last year received these veterans' preferences. Because veterans are allowed these preferences in only one entrance and only one promotive examination, the number of eligibles allowed veterans' preferences has been diminishing in recent years.

Many veterans have claimed and received these preferences and secured standing on lists of eligibles but their names were not reached for appointment from these lists. Having secured standing on a list and used the credits, they are not entitled to use them again, even though their names are not reached for appointment. In such cases, the veteran receives no benefit from the use of his preferential credits. The Commission would not oppose a charter amendment which would permit the use of the credits until the veteran actually received a position.

Boards of Special Examiners

From time to time it is advisable that the Civil Service Commission appoint persons within the service or citizens outside the service to assist the Commission in conducting examinations. This assistance may involve collaboration in the preparation of questions or the development of material, or in the conduct of oral tests included in the examination. The Commission desires to express here its appreciation of the service rendered by these municipal employees and officials and the citizens who have so generously contributed of their time and effort in these respects. For a list of these persons who have assisted the Commission, refer to Exhibit No. 21.

Certifications to Positions

A tabulation of permanent and temporary certifications will be found in Exhibit 22 on Page 55. During the fiscal year there were 1,037 certifications to permanent positions and 2,467 certifications to temporary positions. This makes a total of 3,504 certifications from civil service lists of eligibles.

Where there is no available list of eligibles or the list is temporarily exhausted, the Civil Service Commission may, in order not to interrupt the operation of the public business, authorize the appointing officer to make a non-civil service emergency appointment. Non-civil service emergency appointments may continue until an examination can be held, but in no event may exceed 90 days in any fiscal year.

Emergency Non-Civil Service Appointments

Six hundred and ninety-four such emergency appointments were authorized. Thirteen of these emergency appointments were terminated within three days, thirty-one were terminated on or before the seventh day, one hundred ninety-seven were terminated within one month, and the remainder, four hundred and fifty-three, were terminated within three months.

By far the greater number of these non-civil service emergency appointments were made in classifications where there is a high degree of turnover, such as Porter, Orderly, Kitchen Helper and Registered Nurse in the institutions of the city. In these classifications, even though frequent examinations are held, the Commission has difficulty in obtaining eligibles who will accept appointment. Within the last twenty-four months two examinations each were held for Porter, Kitchen Helper, and Registered Nurse, and three examinations were held for Orderly.

Increase in Number of Certifications

There are two things that should be noted in connection with the certifications to appointments. First is the marked increase in the number of certifications to civil service positions. Second is the fact that our records show 1,037 appointments to permanent positions, while during the same period there have been only 517 separations from permanent positions.

Concerning the first matter, during the years 1932 to 1934, there was an average of 476 certifications to permanent positions and 1,625 certifications to temporary positions each year, or a total annual average of 2,101 certifications per year as against a total of 3,504 for the year 1938-39. Our figures for 1938-39, therefore, show an increase of about 118% in the permanent certifications, and nearly 52% in the temporary certifications over the years 1932 to 1934. The explanation for the increase in permanent certifications is to

be found in (a) the expansion of service and corresponding increase in personnel in the Public Welfare Department and certain other departments; (b) additional personnel in the Fire Department because of the Exposition; (c) the inclusion under civil service in 1936 of the large "institutional help" group with the tremendous turnover and resulting large number of certifications required to keep the institutions properly staffed. The increase in temporary certifications has come about in the main through a general increase in services required to be performed by some departments and a disposition to provide this service under temporary appointment in order to hold down to a minimum the number of permanent positions. At the end of the fiscal year, approximately 100 of these continuing so-called temporary positions were included as permanent in the 1939-40 budget.

More Certifications than Vacancies

As to the second item, there are a number of reasons which explain the apparent discrepancy of 1,037 certifications to permanent positions and only 517 separations from permanent appointment. Seventy-two new positions in the Fire Department created for the duration of the Exposition, eighty new positions of motorman and conductor, created because of increased business when the privately owned street car line increased fares from 5¢, and twenty-five positions theretofore temporary, which were ordered filled under permanent appointment by the Civil Service Commission, account for one hundred and seventy-seven certifications in which no corresponding separation occurred during the fiscal year. This leaves a difference of 343. These are accounted for as follows: (a) there were a number of continuing positions vacant as of July 1, 1938, the vacancies having occurred prior to that date, but the appointment having been made later; (b) there were a number of cases where an employee accepted appointment in a new classification on the basis of further examination. In our procedure the termination of his first appointment is not recorded as a separation, but his acceptance of the second position is recorded as a certification; (c) when a vacancy occurs in a promotive rank where there are three or four promotive steps, the successive appointments to these intermediate ranks involve a certification in each case, but only one separation is recorded. To make this clear we take as an illustration a vacancy occurring in the rank of Captain in the Police Department. This would be recorded as one vacancy, but at the same time there would be recorded four appointments,—the appointment of (1) Lieutenant to Captain; (2) Sergeant to Lieutenant; (3) Patrolman to Sergeant; and (4) Patrolman.

The above circumstances account for the three hundred and forty-three instances of certification to permanent positions in which no corresponding separations were recorded.

Tenure Investigations

Under the former charter which was superseded in 1932, the Commission lacked the authority to determine whether a position was of a temporary or a permanent character. This determination was left to the discretion of the appointing officers and the charter simply provided that after an employee had served a probationary period of six months, he acquired permanent tenure. The Commission had adopted a rule under the old charter, providing for temporary appointments and permanent appointments. In the event the appointment was temporary, the employee would not acquire permanent tenure no matter how long he might serve in the position. Appointing officers frequently requisitioned for temporary employees although the positions were, in fact, of a permanent nature. Subsequently, the courts have held that if these persons served under temporary appointment under the former charter for more than six months, they actually acquired permanent tenure even though there were persons above them on the list who had waived the temporary appointment but would have accepted permanent appointment.

Authority

The present charter attempted to correct this defect and grants to the Civil Service Commission the authority to determine whether a position is temporary or permanent and to make a certification in accordance with this determination, even though that determination is not in accord with the requisition of the appointing officer. We quote herewith the charter provision:

"From the requisition of the appointing officer or otherwise, the commission shall determine whether the position is, in character, temporary, seasonal or permanent, and shall notify the candidate in accordance therewith to the end that the candidate may have knowledge of the probable duration of employment. The commission shall provide for such waiver of temporary or seasonal employment as it may deem just to candidates.

"Any appointment to a position declared permanent by the civil service commission shall be on probation for a period of six months, provided that the probationary period for entrance positions in the uniform rank of the police department shall be for one year. At any time during the probationary period the appointing officer may terminate the appointment. The civil service commission shall inquire into the circumstances and may declare such person dismissed, or may return the

name to the list of eligibles for certification to another department. Immediately prior to the expiration of the probationary period, the appointing officer shall report to the civil service commission as to the competence of the probationer for the position, and, if competent, shall recommend permanent appointment."

Even in the face of this specific charter provision, there have been a number of suits filed against the Commission since the effective date of the new charter by employees who challenged the decision of the Commission that the position was of a temporary nature and who have claimed permanent tenure in the position when their service extended beyond six months. Incidentally, the court decisions concerning service under the old charter have been used as a precedent by employees and attorneys and, in fact, the courts have probably been influenced by those decisions although the law of the present charter is entirely different. The rule of the Commission provides that no temporary appointment may extend beyond five months and that wherever the service is to be continued beyond that date, there shall be a break in continuity of service of at least one working day between successive temporary recertifications. In recertifying to these temporary employments, the person highest in line at the time of certification is appointed to the position although he may not be the same man that served the prior certification.

Number of Investigations

The rule of the Commission further provides that on the second request for a temporary certification to the same position, an investigation shall be made by the staff and a report thereon made to the Commission as a basis for determination by the Commission of the probable future tenure and whether the appointment should be made under permanent certification or continued under temporary certification. In accordance with this rule, tenure investigations concerning 395 positions were made during the year and the Commission ordered 370 of these positions continued under temporary certification pending the adoption of the budget for the fiscal year 1939-40. Of these 370 positions ordered continued as temporary for the time being, the Commission indicated to the department heads that approximately 100 of the positions should be included in the budget as permanent positions and this was subsequently done. As a result of the investigations of tenure, 25 of the 395 positions were ordered filled immediately under permanent certification.

The Commission has exercised the closest supervision over these temporary employments because it has been harassed by litigation initiated by these temporary employees who sought to secure

permanent tenure to which they were not entitled by reason of their standing on lists. They sought this permanent tenure, as we have indicated, on the grounds that the positions in which they served were actually of a permanent nature, the Civil Service Commission's decision to the contrary notwithstanding, and because they had served in such positions for more than six months, they contended they had completed the probationary period fixed by charter and had acquired permanent tenure.

Under the Commission's rules governing appointments, eligibles may waive temporary appointment and at the same time retain their standing and rights to appointment to permanent positions. An eligible who is employed in a permanent position elsewhere will not ordinarily accept temporary employment with the city. It is to protect the rights of these eligibles who waive temporary appointment but who retain their rights to permanent appointment that the Civil Service Commission has vigorously contested all litigation of this nature. Only one such employee has secured permanent status through court action by reason of service for more than six months under the present charter in a temporary position but there are a number of other similar suits in progress.

In the one instance referred to, a decision as to tenure of the position was not made by the Civil Service Commission and the courts ruled that the Commission had not exercised the authority granted it under the charter and that since the Commission had neglected or failed to act and the employee had continued in the service beyond six months in a position which was subsequently found to be permanent, he was entitled to permanent tenure in the position. There were at all times not less than fifty persons ahead of this employee who were willing and eager to accept permanent appointment. The Commission did not appeal this decision when the attorney for the plaintiff agreed to stipulations which upheld the right of the Civil Service Commission under the present charter to determine whether a position is temporary or permanent. The City Attorney advised the Commission that we probably could not win on an appeal and the Commission decided it was better to accept the judgment of the lower court with the stipulation referred to. The attorney for the plaintiff agreed to the stipulation providing no appeal was taken.

Jurisdiction of Courts

In defending these tenure actions the Commission has urged (1) that the charter empowers the Civil Service Commission and not the courts to determine whether a position is temporary or permanent, and (2) that an employee may acquire permanent tenure only by serving a probationary

period of six months in a position declared permanent by the Civil Service Commission. It is the Commission's position in these tenure matters that the courts have jurisdiction only insofar as they may compel the Civil Service Commission to act or determine whether there has been an abuse of discretion by the Commission. Should the courts so hold, the Commission has argued that a mandamus should issue to compel the Commission to declare the position to be a permanent one and thereafter to fill the position by a permanent appointment in accordance with the charter provisions.

As to the second point, the Commission believes and has urged that the courts are not empowered to grant permanent tenure to an appointee who has served six months or more in a position declared temporary by the Civil Service Commission under any conditions. The Commission takes the position that the courts may compel the Commission to declare the position permanent, but that the court may not itself declare the position permanent. Furthermore, the Commission contends that when a position is declared permanent, the person who has served in that position under temporary certification does not acquire any right or privilege to the job and that the court may not grant him permanent tenure. Only the person standing highest on the list is entitled to appointment to the position.

This is a line of defense developed during the last fiscal year and the Commission hopes that the courts will agree that it is a sound defense. If so, the Commission believes that it will have finished with tenure litigation. Otherwise it will no doubt be necessary to seek a charter amendment to correct this defect. It is obviously unfair that persons shall acquire permanent status by reason of service under a temporary appointment if there are persons higher on the list willing and eligible to accept permanent appointment. It is not only unfair to the eligibles but it is also detrimental to the public service because the city is entitled to the best service and presumably the persons who have attained higher examination ratings are better qualified than those lower on the list.

Transfers

Pursuant to charter provisions, the Civil Service Commission has adopted rules governing voluntary transfers for the good of the service. When a request for transfer is approved, that employee takes precedence for appointment over persons on the list of eligibles. This is a proper recognition of priority of interests of present employees over persons not yet in the service. When he is transferred, he becomes a new employee under the new appointing officer and must

serve a new probationary period. There were nineteen such transfers during the fiscal year.

In addition to transfers for the good of the service, the charter also provides for the transfer of disabled employees. Under this provision, when a civil service employee other than a member of the Police or Fire Department who has served not less than three years in his position has become incapable through age, accident or other disability of performing the duties of his position, the Civil Service Commission may, with the consent of the appointing officer, transfer him to a position within his capacities, whether or not within the class for which he qualified for appointment. Such position must be one having a lesser compensation than the one from which he is transferred, and his compensation may not thereafter be increased. Under this provision of the charter, there was one transfer during the fiscal year.

The Civil Service Commission for some time has been giving consideration to the matter of making an analysis of the physical requirements of various employments in the municipal service, with the idea of locating positions that may be satisfactorily filled by partly disabled or physically handicapped employees. Due to pressure of other matters no comprehensive investigation has yet been undertaken. This matter is discussed in Section 5 of this report.

Leaves of Absence

In Exhibit No. 23 on page 56 there appears a tabulation and analysis of leaves of absence granted employees, with or without pay. Until the reorganization of our records system is complete and provision is made for statistical analysis and treatment of many phases of administration, we are unable to make a more extensive analysis of leaves. In future reports, the matter of leaves of absence will be more fully considered.

It may be noted here that the adoption of the sick leave with pay ordinance on May 25, 1937, brought to the Commission a number of new problems in connection with the administration of sick leaves with pay. Staff meetings and meetings with department and employee representatives were held, and tentative procedures were set up by which sick leave with pay could be determined and calculated. On the basis of these tentative procedures and on the basis of experience in the actual administration of the ordinance, a definite set of principles was established during the past fiscal year. The administration of sick leave with pay has now become largely a matter of routine procedure and record keeping.

Payroll Items Disapproved

The authority of payroll approval is one of the fundamental instruments of control with which

all personal agencies must be empowered. This enables the Commission to see that only those persons certified to positions are employed, that they are assigned duties for which they are certified, that the charter provisions concerning leaves of absence and vacations are complied with and that the general provisions governing civil service administrations are carried out.

From time to time it becomes necessary to withhold approval of items included on the payrolls submitted by the various departments. The payrolls for all departments of the municipal government are subject to approval by the Civil Service Commission even though the employments in some of these departments are not subject to civil service or are exempt from salary standardization. It is the responsibility of the Civil Service Commission to establish the legality of the appointment even in non-civil service employments, as well as the legality of the compensation. During the year, 680 items were disapproved; 585 of these were subsequently released on investigation and explanation, but 95 of these items remained unapproved on June 30, 1939.

Separations from Permanent and Probationary Appointments

During the fiscal year, there was a total of 517 separations from permanent and probationary appointments. For an analysis and tabulation of these, refer to Exhibits Nos. 24, 25, and 26 on pages 57 and 58. All employees appointed to permanent positions are required by charter to serve a six months' probationary period during which time the appointment may be terminated by the appointing officer for any reason and the employee does not have the right of appeal to the Civil Service Commission. After completion of the probationary period, employees acquire permanent tenure and may only be removed for cause after a hearing by the appointing officer and the opportunity to appeal to the Civil Service Commission for a review. Members of the uniformed forces of the Police and Fire Departments do not have the right of appeal to the Civil Service Commission, the respective commissions in charge of these departments having exclusive jurisdiction.

The separations from the service reported for the year 1938-39 are perhaps normal in the San Francisco service but it is notable that only five appointing officers exercised the authority to terminate probationary appointments. These five appointing officers terminated the probationary appointments of 46 employees. It is not reasonable to believe that our testing techniques are so nearly perfect. The probationary period is established by charter to afford the appointing officer an opportunity to try out the employee on the

job before he is granted permanent tenure. When a probationary appointment is terminated the Commission may only inquire into the circumstances to determine whether the probationer should be returned to the list for appointment to another department or removed from the list. This is adequate protection to the employee in most instances, because if circumstances warrant he is returned to the list for appointment to other departments.

Probationary Appointments

The probationary period is an essential part of the selective process. Candidates in an examination may pass an examination with excellent ratings. They may know all there is to know about the duties of a position. They may be skilled in mathematics and grammar, etc., and have a wide range of knowledge, but prove themselves unable to put that knowledge to use on a job. Personality traits and characteristics enter into job performance to a very great extent and it is impossible to appraise these intangible qualities objectively in an examination. Our charter requires that the person standing highest on the list of eligibles shall be appointed to the position, and under these conditions some such device as the probationary period is particularly necessary in order to protect the service from incompetents or misfits. Unless appointing officers use the probationary period for the purpose for which it is designed and established, the entire selective process is crippled in a vital way. This matter is referred to in Section 5 of the report.

Disciplinary Action

Concerning dismissals from the service after the probationary period is served, we are constrained to believe that the maintenance of reasonable standards of service would lead to the removal of more employees who have acquired permanent tenure than the sixteen that occurred during the fiscal year. If proper standards are to be maintained, the service must be rid of employees who prove themselves incompetent or undesirable. The maintenance of these proper standards is the responsibility of the appointing officers and their subordinate executives. We do not wish to imply that a large number of dismissals from the service necessarily is conclusive or even persuasive evidence of the maintenance of high standards. We do believe, however, that many appointing officers refrain from removing employees when the interests of the service require such removals.

Decisions of the Civil Service Commission on Appeals from Dismissals

Prior to 1932, appeals before the Civil Service Commission concerning dismissals of employees were frequently heard orally. This invariably re-

sulted in the appointing officer who ordered the dismissal, rather than the employee, being placed on trial. That may have accounted in the past for the relatively small number of dismissals that have occurred in the San Francisco service. However, the present charter, which became effective in 1932, provides that the appeals from dismissals and all proceedings relating thereto shall be in writing. The Civil Service Commission has scrupulously complied with this charter provision and has insisted that no oral hearings be held in connection with appeals from dismissals. Under the procedure which has obtained since 1932, the written record of the trial before the appointing officer is submitted to the Civil Service Commission for review. The Commission then requests, if it deems advisable, additional information from the appointing officer or from the dismissed employee and, on the basis of this written record, makes its decision as to whether or not the appointing officer should be sustained in his action of dismissal. The Commission may reinstate the employee, confirm the dismissal, or modify the punishment. This decision is final. Exhibit No. 27 on page 58 shows that there were five appeals from dismissal during the calendar year. In four of these appeals, the appointing officer was sustained and the dismissal confirmed, and in one instance the Civil Service Commission sustained the appointing officer but modified the punishment, in this case with the approval of the appointing officer. In no instance was the appointing officer overruled.

Members of the Police and Fire Departments may not appeal to the Civil Service Commission when dismissed as under the charter the Civil Service Commission has no jurisdiction whatsoever in disciplinary action in these departments.

It is the policy of the present Commission to protect the legitimate and proper rights of employees and to see that they are safeguarded from unjust dismissal, but the Commission is conscious of its obligations to the community and to the service in dealing with appeals from dismissal. There was a time in recent years when the interest of the employee was perhaps over-emphasized and sympathy for the employee was the basis for undue leniency in Commission decisions on appeals. An analysis of the decisions of the Commission on appeals from dismissal for a few years prior to 1936 is set forth in Exhibit No. 28 on page 58. A comparison of the decisions of the Civil Service Commission prior to 1936 with the figures quoted for year 1938-39 clearly establishes this new point of view which the Commission has adopted.

Temporary Appointments Terminated for Cause

Temporary appointments may be terminated by the appointing officer, and in such instances the

Civil Service Commission makes an investigation to determine whether the employee should be removed from the list of eligibles, or his name returned to the list for appointment to another department. It should be noted that similar to the probationary appointment the Commission does not have any further control over the termination of a temporary appointment. In determining whether the employee should be removed from the list or returned to the list for appointment to another department, the Commission takes into account the circumstances of his service. If the circumstances indicate that the employee has been unjustly dealt with or that his services might be acceptable in another department, he is returned to the list and is available for appointment in other departments. On the other hand, if the circumstances indicate that the employee will not be an acceptable employee in other departments, his name is removed from the list. A tabulation and analysis of these appear in Exhibit No. 29 on page 59.

Eligibility Cancelled and Names Removed from Lists of Eligibles by the Civil Service Commission

From time to time it becomes necessary for the Civil Service Commission to cancel the eligibility of a person whose name appears on the list of eligibles before he is appointed and to remove his name therefrom. These situations arise by reason of unsatisfactory service of the eligible while he is employed from another list, or because of other circumstances which may warrant the removal of the name from the list. These instances (exclusive of those in which the name was removed from a list by reason of unsatisfactory service while under a temporary appointment from that list, referred to in the preceding paragraph) are tabulated in Exhibit No. 30 on page 59.

Rule Making Power; Suspension and Amendments of Rules

In carrying out its function of public personnel administration, the Civil Service Commission is empowered to make rules to govern its procedures. These rules are essential instruments of administration. They are designed to provide for the orderly and uniform handling of the multiplicity of transactions that are a part of our operations.

Section 141 of the charter provides:

"The commission shall adopt rules to carry out the civil service provisions of this charter and, except as otherwise provided in this charter, such rules shall govern applications; examinations; eligibility; duration of eligible lists; certification of eligibles; appointments; promotions; transfers; resignations; lay-offs or reduction in force, both permanent and temporary, due to lack of work or funds,

retrenchment, or completion of work; the filling of positions, temporary, seasonal and permanent; classification; approval of payrolls; and such other matters as are not in conflict with this charter. The commission may, upon one week's notice, make changes in the rules, which changes shall thereupon be published, and be in force; provided that no such change in rules shall affect a case pending before the commission. The secretary may certify eligibles and payrolls and conduct examinations under the rules of the commission."

Section 2 of the charter provides:

"The specification or enumeration in this charter of particular powers shall not be exclusive."

Thus it is apparent that the rule-making power of the Commission is not limited to those matters specifically referred to in Section 141 of the charter.

Rule Making Power

It is clear that the freeholders simply provided the general outline of the civil service structure and then authorized and empowered the Civil Service Commission to adopt specific rules to carry out the general functions of the Commission as the personnel agency of the government. The only limit the charter places on the powers of the Commission to adopt rules is that these rules shall not be in conflict with charter provisions. The courts have held that the rules of the Commission have the force and effect of law.

In a general way, the rules may be divided into three groups: (1) those that set forth the mechanics for handling transactions and activities concerning which the charter makes specific provision as to policy or procedure; (2) those that set forth the mechanics for handling transactions about which the charter makes no specific provision as to policy or procedure, but concerning which the Commission is specifically empowered by the charter to make rules; and (3) those that set forth the policies, as well as mechanics, for handling collateral transactions concerning which the charter does not make specific reference. This latter group are adopted under the general authority of the charter as set forth in Sections 2 and 141 of the charter.

As to the first group, the Commission has no discretion. Such rules are designed simply to give effect, insofar as staff operations are concerned, to charter provisions. An example of this type of rule is that providing for the automatic removal of names from a list of eligibles when the list has been in existence for four years. The charter provides that all names on a list of eligibles shall be removed at the expiration of

four years. Thus, under the rule of the Commission, at the end of four years the staff removes the names without further order or action by the Commission.

The charter makes no provision, however, regarding the effect on the date of expiration of a list if changes are made in the rank of the persons thereon, or if new names are added or if names are dropped due to errors discovered after adoption of a list. There is no reference in the charter to such a contingency, although these situations are bound to occur from time to time. Occasionally, persons whose names are on lists which are about to expire raise the question in respect to the expiration of the list as to the effect of the changes made on a list of eligibles subsequent to its original adoption. The Commission, under its general authority, has therefore adopted a rule holding that such changes and corrections made subsequent to the adoption of the list do not change the date of the adoption of the list and therefore have no effect on the date of expiration of the list. It is obvious that a rule dealing with this matter is necessary. This is an example of the type of rule referred to under item 3 above.

Any attempt to restrict or limit the powers of the Civil Service Commission to adopt and enforce only those rules which the charter specifically provides that the Commission shall make, would deny the Commission the right to make rules concerning related functions and would be a serious attack on the entire structure of the civil service. Details of administration must be left to the responsible administrative agency. That the freeholders understood this need is clearly evidenced by the fact that they incorporated a provision in the charter that the enumeration of powers is not to be construed as "exclusive".

(An opinion rendered by the City Attorney after this report was drafted holds that the Civil Service Commission is empowered to adopt reasonable rules of administration concerning matters affecting civil service employees and employments.)

An example of the type of rule referred to under item 2 is the rule governing lay-offs. The charter simply provides that the Civil Service Commission shall have the power to make rules which shall govern lay-offs. Under these conditions, the rule of the Civil Service Commission defines the method of determining who shall be laid off, the method of effecting the lay-off, and the status and rights of the employee laid off, as well as expressing a policy concerning lay-offs, which policy is fixed by the Commission.

Suspension of Rules

Occasionally the equities involved cannot be preserved under existing rules. In such instances the Civil Service Commission has the power to

suspend a rule governing a particular transaction. During the course of the past year there were thirty-eight instances of suspensions of rules. For an analysis of these, see Exhibit No. 31 on page 59. It will be noted that twenty-five of these instances of suspensions of rules concerned withdrawals of waiver, and that of these, nine had to do with that provision of the rule requiring personal appearance before the Commission in order to withdraw a waiver. Ten instances of suspension of rules, it will be observed, concerned that part of the rule providing for the time that the withdrawal of waiver would be effective.

Amendments to Rules

Experience during the year indicated to the Commission that certain of its rules could be amended to benefit and expedite operations. The following rules were amended:

Rule 3 Applications, amended July 6, 1938.

Rule 8 Marking and Grading Papers, amended July 6, 1938.

Rule 12 Inspection of Papers, amended August 10, 1938.

Rule 12 Inspection of Papers, amended March 15, 1939.

Rule 22 Withdrawal of Waiver, amended July 27, 1938.

Rule 30 Annual Vacation, amended May 17, 1939.

Rule 30A Overtime for Employees Paid on a Monthly Basis, amended January 4, 1939.

Rule 30A Overtime for Employees Paid on a Monthly Basis, amended May 24, 1939.

Rule 35 Salary Increase, amended July 2, 1939.

Rule 36 Holding More Than One Salaried Position Prohibited, amended January 29, 1939.

Rule 40 President and Secretary, amended June 7, 1939.

Also during the year the Commission made several rulings of general application, which in the main were in the nature of clarification of the rules.

The Commission is reviewing all of its rules with a view towards simplification and revision where necessary. We refer to this problem further in Section 5 of the report.

Section 3. LEGAL ASPECTS OF OPERATIONS

The charter provisions governing civil service administration in San Francisco must be interpreted in their application to the details of day by day administrative actions. The interpretations are of necessity based on the Commission's intimate administrative experience and on what has been generally proven to be accepted and proper personnel practices. These interpretations and decisions of the Civil Service Commission almost always affect opposing interests. Thus if the Commission gives approval to a transfer, a person on the eligible list may feel that he is adversely affected, because he is not certified to the position even though he may be certified to the vacancy created by the transfer. If, on the other hand, the Commission does not approve the transfer and certifies the person from the list, the individual requesting the transfer may feel that he is adversely affected.

As another illustration, when the Commission allows a protest on an examination, those candidates whose scores may be lowered feel that they are adversely affected, while if the Commission denies the examination protest, then the protestant feels that he is adversely affected.

The result is that the decisions of the Commission are frequently challenged and litigation follows. Sometimes the real equities are obscured in this litigation by legal technicalities. This is unfortunate because if the decisions of the court are based on technicalities, violence may be done to fundamental and vital principles.

Mr. Herbert W. Cornell, Secretary and Chief Examiner of the Milwaukee City Civil Service Commission, reported on this matter at the annual meeting of the Civil Service Assembly of the United States and Canada held October 1938 in Washington, D. C. Mr. Cornell's report, which is the result of an extensive study and analysis, shows clearly that the courts have been inclined more and more to enter into the administrative field and to render decisions on cases that are not questions of law but that are purely questions of proper administrative procedure.

Mr. Cornell points to a case decided in 1915, involving the San Francisco Civil Service Commission, which for a long time was the guiding rule of the courts throughout the country. In this case the Supreme Court of California held:

"Courts should let boards and officers work out their problems with as little judicial interference as possible. They may decide a particular question wrong—but it is their question. Such boards are vested with a high discretion and its abuse must appear very clearly before the courts will interfere."

Citing a number of cases since that time, Mr.

Cornell shows that the attitude of the courts has considerably changed. After outlining specific instances in which the courts have ruled on administrative matters, Mr. Cornell states:

"This case is one more of the many cases in New York which are going to the most absurd extremes in interfering with the orderly procedure of civil service. If we have it generally accepted as a doctrine throughout the country that Supreme Courts can overturn the findings . . . of civil service commissions . . . in regard to eligibility for transfer, and if we are to have personnel questions of this kind decided by juries rather than by examiners, the outlook is dark indeed for the continued success of the merit system."

The City Attorney has always stood ready to give competent assistance to the Commission in representing the Commission in court, but recognizing the gravity of this growing problem, the Commission has taken steps to work more closely with the City Attorney's office to the end that no item may be overlooked in establishing the Commission's case. One of the members of the staff of the Commission, who is himself an attorney, has been given the task of following each case through with the attorney assigned by the City Attorney, and the Secretary and Personnel Director of the Commission has given much of his personal attention and time to the problem of working out more effective defense. An illustration of this kind of cooperation has been given under the subject of Tenure Investigations. It is the hope of the Commission that its increased activity on these court cases will result in favorable decisions by the courts and that such decisions will tend to decrease the number of cases in which the Commission must appear in court on questions of administrative procedure. The Commission assures employees, eligibles, and citizens alike that matters coming before it will be treated impartially and on their merits. Special counsel is not required in order to obtain a fair hearing.

At the present time the Civil Service Commission is defendant or party at interest in 24 separate cases. During the fiscal year 1938-39, there were 16 new suits filed against the Commission. Below is a brief resume of the 24 cases now in court and their status at the present time.

Litigation

Cases Filed Prior to June 30, 1938, but Not Disposed of as of That Date

1. *Geraghty vs. Civil Service Commission*

Firemen of Stationary Steam Engines were laid off from their employment in the Public

Utilities Commission because of lack of work. The Civil Service Commission approved the transfer of the employees to vacancies in other departments, thus giving them priority for these positions over the current list of eligibles. Men on the eligible list brought suit, challenging the rule on transfer, and contending that the vacancies should be filled by appointment from the current list of eligibles. The right of transfer as approved by the Civil Service Commission was upheld by the Superior Court. Appeal is pending.

2. Fournier vs. Civil Service Commission

Employee appointed to temporary position in the office of the Civil Service Commission claimed permanent status on the ground that he had served more than 6 months in the position and contended that he had therefore served the probationary period required by the charter and thereby acquired permanent tenure. Since this employment was in the office of the Civil Service Commission, the Commission had neglected to formally declare the position to be a temporary position. The Superior Court held that neglect or failure to act on the part of the Commission was fatal. Since the position had continued over a period of time, the court held that the position was in fact a permanent one and granted the employee permanent tenure therein. The attorney for the plaintiff stipulated that had the Civil Service Commission acted, its determination would have been controlling and this stipulation was incorporated in the judgment. The findings of the court have been accepted by the Civil Service Commission and no appeal is being taken although the question of compensation for part of the time that he was unemployed after completing his service in the office of the Commission is still open. The Commission was advised by the City Attorney that the higher courts would probably confirm the decision of the Superior Court in this case, and the Commission felt it unwise to appeal and thus have a precedent established by a higher court. Inasmuch as the court held that had the Commission exercised its authority and declared the position to be temporary the decision of the Commission would have been final, the Commission felt that this stipulation supported the validity of its rule.

3. Davlin, Satterlee and Doerr vs. Civil Service Commission

These employees claimed the benefit of the charter provision that salary paid as of January 1, 1931, shall not be reduced so long as the incumbent continues to legally hold his position. The Civil Service Commission did not dispute the claim of Satterlee, but contended that Davlin lost his rights by voluntarily transferring to a different position carrying a lower compensation,

thereby terminating the charter protection to which he was otherwise entitled, and that Doerr had lost his rights to this protection by reason of a break in the continuity of his service. The Superior Court rendered judgment for Satterlee and Doerr but against Davlin. No appeal has been taken.

4. Winblad vs. Civil Service Commission

Plaintiff resigned from his position, which under Civil Service Commission rules is a final and irrevocable separation from the service, then subsequently sought reinstatement by claiming that his resignation was submitted while he was of unsound mind. Case is still pending.

5. Brown vs. Civil Service Commission

Suit contesting the legality of appointment of three Captains in the Police Department to positions created by emergency ordinance of the Board of Supervisors on the day the list of eligibles expired under charter provisions. The Superior Court found for the plaintiffs. The Appellate Court reversed the Superior Court, and the Supreme Court confirmed the judgment of the Appellate Court, holding that the positions were not legally established, thus terminating the appointments.

6. Collins vs. Civil Service Commission

These employees contested the action of the Civil Service Commission in reallocating the positions which they occupied, claiming that the reallocation adversely affected their interests. Employees sought a different and a higher classification by court action. The Superior Court gave judgment in favor of the employees. Appeal is now pending.

7. Sidney Diamond vs. Civil Service Commission

Plaintiff was removed from an eligible list because investigation showed that he lacked the residential requirements established by charter and the scope circular announcing the examination. Case not yet brought to trial.

8. Sullivan vs. Civil Service Commission

The question was whether the budget, which provided \$9 a day for a certain class of employment, or the Salary Ordinance, which provided \$10 a day for the same position, is the legal document upon which the salary is fixed. The Superior Court ruled in favor of the employees, who demanded \$10 a day. The Appellate Court reversed the judgment of the Superior Court. The Supreme Court upheld the Appellate Court.

Cases Filed from July 1, 1938, to June 30, 1939

1. Kelleher vs. Mailliard

Persons on the eligible list of Patrolman claimed that need existed for their services and that appointments from the list of eligibles on

which their names appeared should have been made prior to the expiration of the list of eligibles. The Police Department had no need for additional employees. No positions existed to which they could have been appointed. The court held that the appointing officer has full power to determine the needs of the service for which he is responsible.

2. Egan vs. Civil Service Commission

A group of clerks with permanent tenure were laid off in one of the offices when the installation of mechanical equipment and machines changed the entire procedure of performing the duties of the positions which these employees formerly held. They brought suit to compel their reinstatement, claiming the right of employment in the new positions. Case not yet brought to trial.

3. Doyle vs. Civil Service Commission

Employee, certified to several consecutive five-month temporary appointments, claimed that because she had served more than six months in the position she had completed the probationary period required by charter and contended she was thereby entitled to permanent tenure in the position. No decision rendered as yet.

4. Villain vs. Civil Service Commission

A group of employees certified to two or more consecutive five-month temporary certifications claimed that they had served their probationary period required by charter, and contended they had thereby acquired permanent tenure in their positions. No decision has been rendered as yet. (Note: In this case, as in the Doyle case referred to above, the persons claiming permanent tenure were not high enough on the list to be reached for permanent appointment, but were in line for temporary appointment. Persons higher on the eligible list, who would have been appointed if the positions had been filled by permanent appointment, employed counsel to intervene in their behalf and oppose the claims of the plaintiffs in both the Doyle and Villain cases.)

5. Hare vs. City and County

Institutional workers sought to restrain the City from deducting from their salaries a charge for maintenance except in those cases where the maintenance was actually accepted. An arrangement was worked out by the Civil Service Commission and the Department of Public Health and the Board of Supervisors to correct this matter as of July 1, 1929.

6. Mullen vs. Civil Service Commission

Action brought against the Civil Service Commission and Manager of Utilities to compel the allowance of vacation privileges to which he claimed he was entitled under the charter. The

Manager of Utilities had established a ruling which denied the employees vacations but which the Civil Service Commission ruled was in conflict with the charter provisions, and the Commission had therefore approved the vacation claim of the employee. The Superior Court held that until an ordinance is enacted by the Board of Supervisors concerning vacations, the order of the Manager of Utilities is void and unenforceable.

7. Balf vs. Civil Service Commission

A person on an eligible list protested the filling of a vacancy by the transfer of a permanent employee of the same classification already in the service of the City and County. His claim that the Civil Service Commission rule governing transfers, under which the transfer had been approved was invalid, was upheld by the Superior Court. Appeal is pending.

8. Conroy vs. Wolff

An employee who failed in a promotional examination brought suit to be included on the list of eligibles nearly four years after his protest on one question had been denied by the Commission. Had the Commission ruled favorably on his protest he would have been placed on the list of eligibles. The Superior Court held that in the absence of bad faith or arbitrary action by the Civil Service Commission, the court had no power to interfere in the grading of examinations.

9. Dolan vs. Boyd

The Civil Service Commission was technically a party in this suit to compel the payment of salary to an employee while serving in his position, the right to hold which was being contested in the courts. The Civil Service Commission had previously ruled that the employee was legally holding his position and therefore had approved the payroll for the employment. Judgment was in favor of the plaintiff. (Note: This refers to the Balf case above.)

10. Dierssen vs. Civil Service Commission

Dierssen ranked number 1 on a tentative list of eligibles. The number 2 man on the list of eligibles protested that Dierssen, number 1 man, lacked residential qualifications required by the charter and as established in the scope circular. Investigation showed that the protest was sound, and Dierssen's name was removed from the list by the Civil Service Commission because of his lack of required residential qualifications. Dierssen thereupon brought suit to compel his reinstatement on the list of eligibles. Decision not yet rendered.

11. McKinley vs. Superior Court

Action in the Supreme Court on behalf of the Civil Service Commission to prohibit the Superior

Court from taking any action on the Dierssen case (see above) except to dismiss it. Application for the writ was denied by the Supreme Court.

12. *Kavaney vs. Civil Service Commission*

Employee certified to temporary employment under two consecutive five months temporary certifications seeks permanent tenure in the position by reason of service for more than six months, even though the list from which he was appointed has expired and even though no appointment has been made since his temporary service was terminated, and even though no vacancy existed and no funds were provided for the service. Case not yet tried.

13. *Allen vs. McKinley*

The Commission announced an examination open to citizens who met required minimum qualifications and to certain city employees who would have been allowed promotional credits in the examination. The employees brought suit to compel the Civil Service Commission to hold the examination as a promotive test, which would exclude from the examination all except these certain city employee groups. The Superior Court ruled in favor of plaintiff. Appeal is pending.

14. *Barnard vs. Civil Service Commission*

The Civil Service Commission learned that this employee had claimed and received credit for experience to which he was not entitled in an examination from which he subsequently received appointment. The Civil Service Commission, after investigation, ordered the employee named removed from the position and his name removed from the list of eligibles. Case is now under submission.

15. *Casey vs. Cleary*

This employee had been advanced to a foremanship in his craft under the old charter in accordance with rules of the Civil Service Commission which then obtained which permitted the advancement of the senior craftsman to the rank of foreman without examination. Subsequently under the new charter he was reduced in rank and pay by his department head although he claimed that at all times he continued to perform the duties of a foreman. Employee brought suit to compel payment of the foreman's wage. The Civil Service Commission recognized the right of the employee to the position of foreman but was without power to compel the restoration of his compensation to that which he received on January 1, 1931, and to which he was entitled so long as he continued to hold the same position. The Superior Court awarded him the higher compensation.

16. *Wiles vs. City and County of San Francisco*

Employee on sick leave with pay was retired by the Retirement System on the recommendation of the department head on the grounds that the employee would never be able to return to duty. Employee claimed the right to exhaust all of the accumulated sick leave to which he would be entitled had he not been retired. The Civil Service Commission filed an answer showing that the ordinance governing sick leave with pay provides that sick leave benefits automatically terminate upon retirement. The matter was not prosecuted by the employee and has been dropped from the court calendar.

City Attorney's Opinions

The Civil Service Commission often calls upon City Attorney John J. O'Toole for his opinion on matters where the charter is not clear or is silent. The Commission wishes to take this opportunity to express its appreciation to Mr. O'Toole and his staff for the fine cooperation and assistance that has always been made available.

Since the adoption of the new charter the City Attorney has issued 97 written opinions concerning civil service provisions of the charter, not all of them, however, at the request of the Civil Service Commission. Some were requested by other departments. Six of these opinions were rendered during the last fiscal year. These six opinions may be summarized as follows:

1. Concerning the appointment of an employee who prior to his civil service examination had been committed to a state institution for the insane and subsequently released. It was the opinion of the City Attorney that prior determination of an unsoundness of mind is not controlling, and that the Commission should look to the subsequent history of the individual and determine whether or not the conditions which led to the commitment are likely to recur, and if the Commission determines that such conditions are not likely to recur, there would be justification for appointment.

2. Concerning whether or not the Civil Service Commission can prevent a teacher from holding a municipal civil service position. It was the opinion of the City Attorney that the Civil Service Commission has no power to pass a rule which prohibits a civil service employee from holding a second position in the Board of Education and which would compel an evening school teacher of the San Francisco Unified School District to choose between his employment therein and his day time employment in the municipal service. This opinion was requested by the Board of Education. The opinion implies that the Commission is only empowered to adopt rules concerning matters about which the charter specifically

authorizes the Commission to adopt a rule. The Civil Service Commission believed that the application of this opinion would seriously impair its effectiveness and felt, therefore, that it could not be guided by the opinion. Consequently, the Commission withheld approval of the payroll of the employee. Litigation was thereupon commenced by the employee to compel the Commission to approve payrolls for the employment.

(After this report was drafted the City Attorney, at the request of the Civil Service Commission, rendered an opinion in which he states that "the Civil Service Commission has the right to make reasonable rules concerning all matters inherent in the civil service system, which are not in conflict with the charter." Furthermore, the City Attorney's opinion specifically upholds the rule of the Commission which prohibits civil service employees from holding other employment.)

3. Concerning salaries of civil service employees employed under temporary appointments on January 1, 1931, who were subsequently appointed to the same positions on a permanent basis. It was the opinion of the City Attorney that the salaries of the employees in question as of January 1, 1931, were protected and could not be reduced.

4. Concerning residential qualification required of employees working for the Public Utilities Commission outside the City and County of San Francisco for admission to promotive examinations for positions in the Public Utilities Commission also located outside the City and County. It was the opinion of the City Attorney that non-resident employees of the Spring Valley Water Company who came into the service of the city when that property was acquired should be permitted to participate in examinations irrespective of residential qualifications, when the position for

which the examination is being held is located outside the City and County.

5. Concerning registration to vote as evidence of residence. It was the opinion of the City Attorney that while registration to vote is presumptive evidence that a person so registered is a resident of the place in which he was registered, registration itself is not conclusive, but that when a person claims a residence at a place other than his voting residence, the evidence of legal residence at a place other than his voting residence must be sufficient to satisfy the Commission beyond all doubt that the person at the time of registration or voting had such a legal residence other than his voting residence.

6. Concerning who shall act as appointing officers under the Police Commission. It was the opinion of the City Attorney that in all appointments to the Police Department, except non-civil service appointments, the appointment must be made by the Chief of Police. Non-civil service appointments are also made by the Chief of Police but only with the approval of the Board of Police Commissioners.

Charter Amendments

During the fiscal year the Civil Service Commission sponsored a charter amendment in order to set up a proper legal basis for long established procedure in connection with the assignment of bus operators on the Municipal Railway. The adoption of the charter amendment, which will be submitted at the election to be held November 7, 1939, will legally permit the assignment of motormen and conductors to positions of bus operators on the basis of seniority and ability of the men to meet certain requirements, such abilities to be ascertained by tests determined and administered by the railroad management. The Civil Service Commission is in favor of the charter amendment.

Section 4. SIGNIFICANT ACCOMPLISHMENTS, DEVELOPMENTS AND TRENDS

NOTE: During the past two years, the present Commission has made many important changes in organization, in techniques and procedures, and in policies and philosophy of administration. Some of these changes originated during the latter part of the regime of Mr. James J. Moher, Chief Examiner and Secretary to the Commission, who retired on November 30, 1938, after nearly half a century of service. While part of the work outlined in this section was accomplished prior to the beginning of the fiscal year 1938-39, by far the greater part was brought to completion during that year.

Inasmuch as this is the first comprehensive annual report issued by the Commission for many years, it has been decided to include a resume of some of the more significant and important phases of the modernization program of the Commission, which is still in progress.

The title of this section, under which we list these activities, may give the wrong impression. We hasten to say, therefore, that we are not to be understood as suggesting that our studies and research concerning these matters are finished or that we are content with the improvements made with respect to these particular matters. On the contrary, there is room for considerable improvement. It is the determination of the Commission that improved techniques and procedures shall replace current practices when the service can be benefited. To that end and in that spirit, the program of research and modernization will continue.

The list of items set forth in this section is rather extensive, but there remain to be solved many other problems of major importance. We have been unable to consider or to deal with these other matters to any extent because of limitations of time or personnel. Some of these are discussed in Section 5 of our report.

With this brief explanation—and with no little pride—we are pleased to report substantial progress in the effort to place the administration of the local civil service on a level that will assuredly bring recognition to San Francisco as one of the more progressive civil service jurisdictions of the United States.

Reorganization of Staff

Anticipating the retirement of Mr. Maher, our former Secretary and Chief Examiner, and realizing the need for proper training of his successor so there would be no serious impairment of service, the Commission, about a year prior to Mr. Maher's retirement, assigned to the Personnel Director most of the administrative responsibility

for the conduct of the affairs of the Commission. The Personnel Director was authorized to prepare for the consideration and approval of the Commission an organization chart through which duties and responsibilities would be allocated, related activities grouped under divisional executives for appropriate supervision, and lines of authority clearly defined. The organization chart as approved by the Commission and now in effect is reproduced on page 10 of this report.

Upon the retirement of the former Chief Examiner and Secretary, the Personnel Director assumed, in addition to his current duties, those of Secretary of the Commission. As such, he is the executive officer of the Commission and accountable to the Commission for the proper conduct of its affairs. In accordance with charter provisions, the Commission deals with these affairs solely through its executive officer. The Personnel Director and Secretary, in turn, has delegated to the subordinate executives of the Commission staff responsibility for the matters placed under their charge. These divisional executives have authority to make decisions and to conduct the activities under their supervision in accordance with Commission rules. This delegation of responsibility and authority has made possible prompter dispatch of the business of the Commission with a resulting marked improvement in service to the departments of the municipal government.

In order that these divisional executives may be properly advised and informed, the Commission has arranged that they be present at Commission conferences, which are held each Wednesday prior to the public meeting, and at which time the Commission receives and reviews reports of the Personnel Director and Secretary and discusses the matters on its calendar for that week. In addition to the Personnel Director and Secretary, there are present at these Commission conferences the Assistant to the Secretary, the Assistant Personnel Expert, the Supervisor of Wage Scales and Classifications, and the Supervisor of Examinations. Thus the principal executives of the staff gain a full understanding of the background and facts of the matters considered by the Commission, of the decisions of the Commission concerning these matters, and the discussions and reasons on which these decisions are based. This has made for a better coordination of the efforts and the activities of the staff as well as a better informed staff.

There is, of course, nothing new in proper organization and functions of personnel. Centralization of responsibility and the delegation of

authority to responsible subordinates is no revolutionary thing. The Commission blazed no new trails when it reorganized its activities on the present basis. Every successful business, either public or private, operates on the same principle. The point is that we have brought into being a more responsible and efficient organization that is rendering better service than formerly and doing it on a budget that for the second consecutive year is more than \$15,000 under the operating expenditures for the year immediately preceding the reorganization.

Professional Qualifications Made a Prerequisite for Entrance to the Technical Staff of the Commission

Until about a year ago, the technical staff of the Commission was recruited, with two exceptions, by promotion of employees who originally entered the office in clerical capacities. Prior to 1932 the technical positions on the Commission staff were exempt from civil service and these promotions, therefore, were not made on the basis of examination. Several members of the technical staff who originally entered the office through clerical classifications have demonstrated outstanding ability and aptitude for the technical tasks assigned them.

With the increase in work of the Commission and as a concomitant of its reorganization program, the Commission established a new classification of Junior Personnel Assistant. A university degree with a major in public administration or other specified fields was required as a prerequisite for admission to the examination. Four of these Junior Personnel Assistants have been permanently employed and a fifth is employed on a temporary basis. There has thus been created a channel through which men and women with specific education and training in the field of public administration may enter the technical staff.

The Commission is of the opinion that better advantage can be taken of the great advances that have been made in recent years in the field of public personnel administration if new members of the technical staff have a well grounded understanding of theory and principles.

Hereafter the technical staff will continue to be recruited from lists established by examinations to which only applicants with specified education and training are admitted. Non-technical members of the staff will be recruited from the regular clerical lists.

Modern Records System

The Commission also authorized a study of its existing record and report system for the purpose of simplifying and modernizing these instruments of administration. Following a comprehensive

investigation and analysis, a new system, making use of visible index equipment, was installed. Formerly, lists of eligibles were written in bound volumes and notations concerning temporary and permanent appointments, waivers of appointment, withdrawals of waiver, etc., were posted and erased as the status of the various eligibles changed. Employment records of the eligibles and employees were maintained elsewhere and much of the information posted to the eligible lists was duplicated on the employment records. Payroll records duplicated in many respects the information on the eligible lists and on the employment records. Furthermore, in many instances, checking of payrolls and requisitions involved reference to several different records. Other collateral records, some duplicating information, were also maintained.

Eligible Lists

The new records consist of (1) lists of eligibles, (2) an alphabetical index of all eligibles and employees, and (3) the master payroll roster. Through the use of varied colored flags or tabs on the visible index section of the eligible lists, we record the changes in status of the eligible. A great deal more information is provided on the one record than was formerly available on several records. Not only is the information more complete but it is much more accessible. The work of administration of eligible lists has been simplified and facilitated.

Payroll Roster

When the eligible is appointed to a position, his history card, which has served the purpose of a record of the eligible, is removed from the eligible list and transferred to the payroll record. Contained in the payroll record also is a job history card which carries all pertinent information regarding the position to which that appointee is appointed, including the date of creation, the method of creation, the recommended salary, the actual salary paid, the names of former occupants of the position with dates of appointment and termination, changes in salary, etc. The payroll record contains a third card, filed in the same space, on which is posted a record of the earnings of that employee over a fourteen-year period and to which are posted also leaves of absence with or without pay and vacations. The eligible lists and the payroll roster now serve the purposes which formerly required six separate records. No duplicating information is posted on the new records.

As we have pointed out elsewhere in this report, the work involved in administering the eligible lists has increased tremendously, yet it has been possible to handle all this volume of work with four persons as against the three formerly as-

signed to the work. Since 1932, the number of certifications has increased about 70%, while the number of employees engaged in the work of certifying eligibles has increased 33 $\frac{1}{3}$ %. It would not have been possible to carry on the increased work under the old system without doubling the personnel assigned to that work.

In the payroll division, we are able to handle work which has practically doubled without any additional help. The increase in this division is not due so much to increased number of payrolls serviced but to the additional controls established over various transactions, such as requisitions, sick leaves with or without pay, business leaves, overtime, vacation allowances, etc.

Seniority Roster

Seniority rosters in which are recorded the seniority and status of employees are now in process of revision and simplification. A master record of examinations is also being installed, in which will be posted a complete record and chronology of all examinations by classifications, showing class number and class title of examination, number of eligible list, number of applicants, number of participants, number of eligibles, date written examination was held, date oral examination was held, date physical examination was held, date list was adopted, number of persons permanently appointed.

Chronology of Classification Changes

A classification record has been established, through which a complete record of changes in duties statements, titling and recommended salaries for each classification is available, and which shows also the chronology of these changes. At a glance, the duties statement attached to a given classification at any given time can be determined, thus making available needed information on questions where classification rights and duties are involved. The advantage of a chronological record of changes in duties statements is apparent to all public personnel administrators and technicians.

Chronology of Rule Changes

A similar record containing the rules of the Civil Service Commission has been established. This new record of the rules and changes therein provides a chronological history of amendments to the rules. Information is frequently needed as to what the rule provided at a given time. With this record, that information is instantly available.

Miscellaneous Forms

The routine operating forms of the Commission have been analyzed, redrafted, and simplified to facilitate handling. In redesigning these forms,

it was necessary to examine the procedures and the flow of these forms through the office. As a result, it has been possible to simplify many of our procedures. Forms for recording and reporting procedures in connection with temporary employees are all printed on white paper and forms for reporting procedures in connection with permanent appointments and employees are printed on buff paper.

New Application Form

A new and much simplified application form was designed and placed in use during the current fiscal year. This consists of one page, 8 $\frac{1}{2}$ " x 13", with the reverse side available for additional information by the applicant. The former application consisted of four pages. The Commission has discarded the old character voucher system under which applicants were required to file with the Commission statements from three persons, not necessarily the employer or superior under whom the applicant was employed, certifying to the experience and character of the applicant. The new form requires that the employer of the applicant certify on the application form to the accuracy of the statements and the character of the service performed by the applicant while in the service of the employer. More specific and exact information and data are required. For instance, the former application, in reference to education, merely required that the applicant give the name and address of of the last school attended. It was impossible to determine from the application the amount or kind of formal education the applicant had. In the new form, he is required to state the name and address of the institution, the years attended, the number of years completed, whether he graduated, and what degree was conferred, the courses in which he majored, supplemental education, etc. The new application is a vast improvement over the former long and cumbersome form. It serves the purpose for which it is designed much more effectively.

General Files

The correspondence and general files of the Commission have been reconstructed. Formerly incoming mail and outgoing mail was numbered and recorded in a register in which several items of information were noted in reference to each document. Then the document was filed numerically. Documents are now filed departmentally by subject or alphabetically and all the work of numbering and posting information relative thereto is eliminated. This has released about half the time of one person and has also provided more usable files.

Improved Examination Techniques

We have already commented briefly on the necessity for directing the examinations towards the field of knowledge and abilities that are required for the proper performance of the varied types of service for which we conduct examinations. We also said that these tests must be designed to accurately measure this particular knowledge and ability. In other words, the examination must be a valid test of those factors which are necessary for the successful performance of the duties of the position. This means that under ideal conditions and in an ideal examination, the ranks of the persons on the list of eligibles derived from the examination are a true reflection of relative fitness.

There must also be a high degree of reliability in the examination. This means that if a group of persons participate in two or more examinations of a similar character, they should rank the same on the list of eligibles derived from each of the examinations.

Examinations are seldom if ever ideal, either as to procedure, conditions, or content.

Competitive Rating of "Experience" Discontinued

The Commission has made many fundamental changes in its examining techniques in order to improve the validity and reliability of examinations. The first of these important changes was the elimination of the former practice of rating experience competitively. Duties and responsibilities of positions in private employment are not standardized. For instance, the position of office manager in one firm may involve duties and responsibilities wholly different from those of the office manager of another firm. Even where duties and responsibilities are similar, one man may benefit more from two years' experience in a position than another man would benefit from five years' experience in the same position. It follows that the competitive rating of experience is not a valid basis on which to select eligibles. The practice of rating experience competitively was discarded nearly two years ago, and since then the Commission has in lieu thereof established, wherever advisable, minimum experience requirements for admission to examinations.

Rating of "Education"

The same difficulties are encountered to a very large degree in rating education competitively. For the same reason, the Commission has discontinued the former practice of rating education competitively, and instead has established minimum educational qualifications as a prerequisite for admission to the examination in those examinations where such qualifications are desirable. Under the new procedure, persons with educa-

tional or experience qualifications above and beyond the minimum established for admission to the examination are not given any additional credits. All persons who meet these minimum qualifications enter the competitive test on an equal basis.

Physical Standards

The same policy is being pursued in reference to medical tests. Whereas formerly in certain types of examinations the medical and general physical condition of the applicant was rated competitively, standards are now fixed as minimum qualifying standards, and persons who meet these standards are passed into the examination and those who fall below the standards are eliminated.

Athletic Tests

The Commission has also changed its policy concerning the rating of athletic tests which are a part of many examinations. Formerly these tests were rated competitively. If an eligible was able to run 220 yards in 29 seconds, he received a higher rating in that part of the test than the man who required 31 seconds to run that distance. Under the new procedure, however, these athletic tests are also qualifying tests and are not rated competitively. Those who succeed in passing the tests are admitted to the examinations. Those who fail to pass the athletic tests stand rejected.

Athletic tests are an important part of our examinations for policemen and firemen, as well as certain other types of employment. However, no matter how adept a man may be in certain forms of athletic activity, he soon loses that exceptional ability. After he has been walking a beat as a policeman for five years, the extraordinary athletic excellence which he displayed in an examination prior to appointment is of little value to him. Reasonable minimum or qualifying tests are essential but the competitive rating of athletic ability is obviously an unsound practice.

Minimum Standards

The Commission believes that if proper minimum qualifications as to education, experience, and physical fitness are established as a prerequisite for admission to the examination, the result will be that all persons who participate in the examination possess the basic knowledge, ability, and capacity required for the successful performance of the duties of the position but, of course, in varying degrees. The examination then merely serves to establish the degree to which the candidates possess these abilities and capacities and to rank these persons on the list of eligibles in order of relative fitness as demonstrated in the competitive phases of the examination. Applicants who lack the basic or minimum

requirements are eliminated before the examination is given, thereby accomplishing substantial savings.

Areas of Examinations Broadened

The Commission has also broadened and extended the areas of knowledge and abilities covered in the examination. The new examinations are more comprehensive. Whereas formerly 100 questions was the usual number included in tests on knowledge of duties, the examination may now contain 200 or more questions. Aptitude and general intelligence tests are being used in addition to tests of knowledge of duties. More of the so-called multiple choice and reading comprehension questions are used, with fewer of the old true-false type of questions. Examples of these different types of questions follow:

We quote a true-false type of question and the instructions relating thereto from the examination for "Senior Civil Engineering Inspector" held May 6, 1939.

INSTRUCTIONS: Some of the following statements are true and some are false. If a statement is true, encircle (T); if a statement is false, encircle (F). Answer as many statements as you can before the next gong signal. Make no other mark except to encircle the (T) or the (F). Any other mark will be considered a mark of identification and will result in the elimination of your examination papers. Pass the statements you do not know. *Do not guess. Each incorrect answer you give will cancel one correct answer.*

(Question) Cold twisting increases the elastic limit and ultimate strength of mild steel bars. (T) (F).

A multiple choice question is illustrated by the following question and instructions relating thereto from the examination for "Plumber" held May 25, 1939.

INSTRUCTIONS: Examine each of the following statements and the answers listed beneath them. In each question only one of the answers is the correct or best answer. Place a cross (X) in the space before the answer which is the best or most nearly correct. Do not place a cross (X) before more than one answer after each statement, or your answer will not be counted. Only one answer is the best answer in the group and you are to indicate which it is.

(Question) A plumber's test for the quality and condition of working solder is:

..... To heat it slowly, observing the color closely.

..... To use some of it to see if it handles well.

..... To pour some of it on a brick and observe whether it has a mottled appearance.

..... To analyze it to determine the percentage of lead, tin and impurities.

Following is an example of the reading comprehension type of question, taken from the examination for "Playground Director" held July 25, 1939:

INSTRUCTIONS: For each item given below, four possible answers are given. Select the one *BEST ANSWER, being guided solely by what is stated in the reading matter*, and place the number preceding your choice in the parentheses at the right.

(Reading). As probation deals with human nature itself and its success depends upon insight into the psychological nature of human beings, and as the personal relationships between the child or the family and the court or probation officer are of vital importance, no mechanical rules or techniques of probation can be laid down.

The paragraph indicates that: (1) no standard procedures can be established for probation work; (2) the relationship between the court and the probation officer is of vital importance; (3) personal relationships cannot be mechanized; (4) an officer's success in probation work depends primarily upon the psychological nature of the child or the family.

Oral Tests Essential

The oral test has been the subject of considerable research. It is the consensus of opinion of personnel administrators that the oral test is an essential and vital part of many types of examinations. Other jurisdictions use the oral test much more extensively than the San Francisco Commission. In positions which involve wide public contact and positions which include supervisory and administrative responsibility, the oral test is important and cannot be eliminated if the examination is to serve the purpose for which it is designed, namely, to produce on the list men who are qualified to perform the duties. Valid written examinations or other objective tests have not yet been developed to the point where they can be depended upon to appraise accurately the personal qualifications and characteristics that have a bearing on the successful performance of the duties of the positions that involve public contact or administrative responsibility.

Objections to Oral Tests

Recently the Civil Service Assembly of the United States and Canada published a bulletin titled "Oral Examinations in Civil Service Recruitment", which was written by W. V. Bingham, who is a member of the faculty of the Stevens Institute of Technology and a member of the Technical Board of the Occupational Research Program of the United States Employment Service and consultant to the Occupational Information and Guidance Service of the United States

Office of Education. In his booklet, Dr. Bingham states:

"The oral examination, indispensable in civil service practice, is under attack at vulnerable points. It should be buttressed in ways which will strengthen the merit system, for no structure is sturdier than its weakest timber."

The Commission is aware of the arguments against the use of oral examinations. There have been proposed charter amendments in San Francisco which had for their objectives the elimination, curtailing, or regulation of oral examinations. There was introduced in the legislature at the last session a bill which would prohibit oral examinations in the state service. The objections and criticisms which prompt such legislation arise from a rather general feeling among employees and the public that oral examinations are more susceptible of abuse than written examinations. There is considerable merit in such criticisms when oral examinations are not properly conducted and safeguarded. Yet the service would unquestionably suffer if oral examinations should be abandoned. It therefore follows that the technique of the oral examination must be improved to the end that these criticisms are no longer valid objections.

New Oral Test Procedure

The Commission decided that inasmuch as the oral test is an essential part of many examinations, the use of the oral test should not be curtailed or eliminated but that it should be placed under proper control, and that the utmost objectivity and uniformity in ratings must be obtained. The Commission thereupon adopted an entirely new procedure for oral tests. The factors which were to be rated in all oral tests were broken down into six items, and a uniform basis of rating was adopted. The items included in the rating of the oral test are indicated in the "Examiner's Rating Sheet" and "Suggestions and General Information to Special Examiners in Rating Candidates in Oral Tests," which are reproduced in Exhibits Nos. 32 and 33. It will be noted that none of the questions or items to be rated in the oral examination relates to technical knowledge. This knowledge is tested in the written examination. The oral test is substantially an appraisal of those intangible qualities and characteristics of personality which have a bearing on the suitability of the individual for the job for which he is applying.

These things can be better rated by persons with experience in conducting oral interviews, and for that reason the Commission is now using members of its own staff to conduct most of these oral interviews. As the members of the staff gain

experience in the oral interviews the service will benefit through a uniformity of standards and a uniformity of rating.

Minimum Passing Marks in Oral Tests

The Commission probably will give consideration in the near future to the advisability of establishing minimum passing marks in the oral test in order to eliminate those persons who are obviously unfit, by reason of personality traits and characteristics, for the position for which they apply, although they may have demonstrated in the written examination that they possess the technical knowledge required for the performance of the duties. The Commission agrees that it is desirable to eliminate such persons, but has hesitated to put the policy into effect until the new oral rating system has proved itself to be a trustworthy technique.

Short Lists of Eligibles

A new policy has also been inaugurated of adopting short lists of eligibles. We have reported elsewhere that lists of eligibles remain in existence for four years, at which time the eligibility of those remaining on the list is cancelled under charter provisions. In the past eligibles remaining on lists that are about to expire have attempted to use pressure to have jobs created so that they could be appointed to these newly created positions, even though the new positions are not needed. By adopting lists which will supply the normal needs of the service for only three years or three and one-half years, the lists are exhausted before the expiration of the four-year period, and the Commission and other officials are thereby relieved of this pressure to force appointments that are not necessary. It is a great deal less expensive to the taxpayers to hold an extra examination occasionally than to create unnecessary positions.

Many other technical changes have been made in our examination procedures and policy which limitation of space prevents us from describing more fully. Some of these include the development of medical standards, and the recording of these for information and guidance of medical examiners; the extensive analyses of items contained in examinations; the establishment of a new system for filing and maintaining examination material; and the use of automatic scoring machines in rating examinations.

Medical Examinations Prior to Appointment

Before eligibles are appointed to permanent positions they are required to undergo a medical examination to determine if their physical condition is such that they are desirable employees from the point of view of health. The city maintains a retirement and pension system. Employ-

ees contribute one-half of the cost of the system and the city contributes the other half. In collaboration with the Retirement System, the Commission is adhering to more exacting and higher medical standards in the medical examinations prior to appointment.

We know that our examination program is much more comprehensive and accords better with modern practices than was formerly the case. However, much remains to be done to bring our techniques up to a satisfactory point of efficiency. The Commission and its staff are continuing their efforts towards improving this important phase of our work.

Higher Standards for Admission to Examinations

The Commission feels that as much as any other business the city, as an employer, is entitled to the very best qualified personnel that is available. With that thought in mind the Commission has adopted a definite policy of raising standards for admission to and promotion within the service. A summary showing minimum educational standards fixed in examinations over a period of years is shown in Exhibit No. 34 on page 62. Experience standards have also been raised.

Emphasis is continually placed on the need for better qualified personnel in the public service, and this emphasis can be made effective most directly in the matter of fixing minimum standards for admission to examinations.

Pre-entry Training at Junior College Level for Entry to the Municipal Service

With the opening of the 1939 fall semester the San Francisco Junior College is offering two-year courses in police service, in municipal accounting and bookkeeping service, in municipal machine operating service, and two or three other specialized fields of the public service. These courses have been worked out by the Board of Education in cooperation with the Civil Service Commission. The Commission approached the Board of Education with the proposal that the public school system of our city offer to the young people of San Francisco specific courses of instruction that would fit them for entry into the public service. The curricula of these courses have been carefully constructed on the basis of the duties and responsibilities attached to these positions in the municipal service and the knowledge and other factors that are required for the proper performance of these duties. The students will be allowed to spend some time in the various departments of the city government, observing the work of the departments of the city government. They will not be paid and regular employment opportunities will not be curtailed nor wage scales affected to the slightest degree. Insofar as possible the examination schedules of the Civil Service

Commission will be coordinated with these courses of instruction so that the functions of public education and public service recruitment will be synchronized to a practical end. San Francisco is among the first cities in the United States to adopt such courses, and to attack in such a practical way the problem of the youth in reference to public employment. These courses will not only make available to the Civil Service Commission persons with the proper training and background and with specific training and education which will be helpful to them in the positions which they seek in the city government, but it will bring to the students a better understanding of the problems of government and the workings of government, thereby making of them better and more intelligent citizens.

Revision and Reconstruction of the Rules of the Civil Service Commission

For nearly eighteen months the staff of the Commission has been engaged in the work of revising and reconstructing the rules under which the Civil Service Commission operates. These rules are now in semi-final form and will be presented to the Commission for its formal consideration and action in the very near future. This has been a task of tremendous importance to the Commission. It is hoped that the new rules will provide for a more definite administration of the activities of the Commission, with emphasis on the needs and interests of the public service, as well as a more simplified rule structure.

Identification Procedure

For a number of years the Commission has been thumb printing participants at every stage of the examination, and thumb printing eligibles when they are permanently appointed to positions. During the year two instances of fraud were discovered, one in the case of a person under temporary employment, and the other only after the man had been in the service for eight years under permanent appointment. In the first instance the eligible was certified to a temporary position and was given her credentials to report to the department to which she was certified. She delivered these credentials to a sister who had not participated in the examination, and the sister reported to the department for work and was assigned to duty and remained in the service for two or three months, when the impersonation was discovered by the Commission. In the other instance the same thing happened. The proper eligible was certified to the position and he delivered his credentials to a brother, who reported for work and was assigned to duty and worked as a motorman for about eight years. The latter case was brought to the attention of the Grand Jury, and although the Grand Jury heard

the evidence and testimony of the fraud, which was admitted by the employee and his brother, the Grand Jury refused to indict.

After these instances were discovered the Commission inaugurated a new procedure to protect itself from this type of fraud in the future. Now, in addition to finger printing at each stage of the examination and upon certification, a member of the staff of the Commission goes to the job several days after the employee has reported and takes his finger prints, which are then checked with the previous prints in order to see that the person whom we certified actually reported on the job, and that the same person participated in all parts of the examination.

The Commission also sends copies of the finger prints of all permanent appointees to the Police Department for a check against police records. On the application blank the applicant is required to answer the following question:

"Have you ever been arrested, or indicted, or convicted, or fined, or imprisoned, or placed on probation for the violation of any law?"

If the applicant states in his application that he has been arrested and gives the facts, the Commission considers these facts in the light of the subsequent record of the applicant and in relation to the type of employment he seeks, and determines whether the applicant should be permitted to take that particular examination. The Commission is of the opinion that once a man has paid for his mistakes he should not be prevented from reestablishing himself. The applicant is given the benefit of every doubt, and the Commission is most sympathetic in its consideration of these cases.

If the applicant states that he has never been arrested and subsequent check with finger print records shows that he has been arrested, then the situation takes on a new aspect. It is absolutely necessary that applicants state facts in their applications because the application itself serves a very vital part in the selective process. If the applicant misrepresents his experience, or his age, or his employment records in any substantial way, he may obtain eligibility for appointment to which

he is not entitled. The Commission has therefore taken the position that withholding of essential facts or misstating facts when an applicant files his application is sufficient grounds for his debarment from the public service. In fact, the charter itself provides that if an eligible secures standing on a list of eligibles by fraud, concealment of fact or violation of Commission rules he shall be removed from such list, and if he has been certified or assigned to a position he shall be removed therefrom.

Conference Programs

The Commission has initiated a series of three conference programs. The first of these are staff conferences which meet regularly with the Personnel Director and Secretary, and at which time are discussed the problems that arise in connection with our operations. Out of these staff conferences have come many improvements in the service of the Commission to the departments.

The second of this series of conferences is with departmental personnel workers. These are held monthly and are attended by the employees of the various departments who have to do with the personnel procedures in their respective departments. This series of conferences is only just now under way, but the Commission considers them of vital importance in building better relationships with the departments and bringing about a better understanding of mutual problems. Beyond a doubt, many improvements in procedure will result.

The third of the series is with employee organization representatives. These have not been initiated in any formal way as yet due to other problems inherent in the program. However, a closer and more sympathetic contact of an informal character has been maintained during the past year with the idea of gradually developing a formal program of conferences.

Minutes of Proceedings of the Commission Completed and Bound

During the year, the minutes of meetings since 1916 were brought together and bound in permanent form and filed in the archives of the Commission.

Section 5. PROBLEMS OF MAJOR IMPORT UNDER CONTINUED STUDY.

In the foregoing section of the report we have referred to some of the outstanding improvements that have already been made in our procedure. We noted that there are many other problems still to be dealt with. In this section we list a few of the more immediate matters which are now under intensive study.

Public Relations

The Commission feels that one of the major problems confronting it is that of the public attitude toward the public service and those in that service. It is unfortunately true that there is a need for a definite and aggressive campaign to raise the prestige of the public service in the minds of the public, as well as fostering confidence in civil service in the consciousness of the public. More than two years ago the Commission inaugurated its present campaign to bring to the general public a better understanding of the work and the problems of the Civil Service Commission, and the importance of this work to the community. The first point of contact was with the League of Women Voters, who have been most cooperative and helpful. More recently this campaign has been extended to include all the improvement clubs in the City and County of San Francisco. During the current year letters were addressed to every improvement club in the city asking the privilege of addressing the membership and explaining the work of this Commission. A copy of this letter is reproduced as Exhibit No. 35 on page 63. This campaign of information and education will be continued, to the end that the citizens will come to look on the San Francisco municipal service as offering an honorable career of worthwhile service to the community.

Salary Standardization

In 1924 a charter amendment was adopted by the people calling for the standardization of municipal compensations on the basis of like pay for like duties. Before this charter provision could be made operative, it was necessary for the Commission to classify the positions in the municipal service in order to bring together in one class and under one common title all of the positions involving similar duties and responsibilities. This required extensive field investigations which began in 1927 and were continued over a period of two or three years. On April 9, 1930, the Civil Service Commission recommended to the Board of Supervisors salary standardization schedules for the various classes of positions included in the classified service. These proposed schedules met with rather widespread opposition

of employee groups. The Board of Supervisors never adopted the schedules.

When the present charter was adopted and became effective on January 8, 1932, the principle of standardization of municipal compensations was re-incorporated. The present charter further provides that the salary standards adopted by the Board of Supervisors shall not exceed those prevailing for similar duties in private employment or in other comparable California governmental jurisdictions. It also provides that salaries and wages paid employees as of January 1, 1931 shall not be reduced so long as the occupant continues to hold his position, even though the new salary standardization schedule is lower than the rate he was then receiving. A further provision is that pending the adoption of salary standardization as provided by the charter, salaries may not be increased above the rate fixed for such service in the proposed schedules recommended by the Civil Service Commission to the Board of Supervisors on April 9, 1930, but not adopted by the Board.

Just prior to the installation of the present charter the Board of Supervisors referred back to the Civil Service Commission the April 1, 1930 recommendations, with the request that they be revised and brought up to date. The Commission was unable to comply with this request at the time because of the pressure of other work made necessary through the adoption of the new charter. When this other work had lessened, wage scales were in a chaotic condition due to the world-wide depression then existing. Consequently the Commission did not undertake to revise its April 9, 1930 recommendations until some time in 1936, at which time one member of the staff was assigned the task of gathering information concerning wage scales obtaining in private employment.

It became apparent that the staff of the Commission would have to be temporarily supplemented in order to complete the work of gathering this information within a comparatively short time; otherwise information gathered in the early stages of the survey would be obsolete before the survey would be completed. In 1937-38, the Commission requested and received an appropriation of \$5000 for the purpose of immediately completing its survey of wages paid in private employment. A number of men and women with technical training were employed to make these studies under the direction of the Commission's regular staff. The Commission also appointed a Salary Standardization Advisory Board consisting of two members of the staff of the Civil

Service Commission, two members representing business interests, two members representing the general public, one member representing employee groups, and one member representing organized labor. When the staff investigations had been completed and the information interpreted, a series of joint hearings was held by the Salary Standardization Advisory Board and the Civil Service Commission. After approximately one year of intensive work the Commission, on February 16, 1938, presented its revised recommendations to the Board of Supervisors. At first some employee groups opposed the recommendations of the Civil Service Commission. They finally fell in line when it was realized that the city was prevented from paying its mechanics and other employee groups the same wages then being paid for similar work in private employment under collective bargaining agreements. This condition was due to the fact that since the April 9, 1930 schedule was submitted many organized craftsmen had secured increases in salary in private employment and these new private employment wages were higher than the rates fixed in the April 9, 1930 schedules. As we have said, the charter provides that pending adoption of salary standardization, municipal wages may not be increased above the April 9, 1930 schedules. After the employee groups accepted the proposed schedules, certain employer interests took up the opposition. The Board of Supervisors, however, in spite of this opposition, enacted the proposed schedules into law on February 14, 1939. The Mayor approved the ordinance. Those who opposed the adoption of the schedules then secured sufficient signatures to petitions for a referendum on the question, and at a special election held on May 19, 1939 the schedules were defeated.

Thus, although the charter for fifteen years has required that salaries of municipal employees be standardized, we are no nearer to the accomplishment of that ideal than we were when the charter was amended in 1924.

The Commission knows that the principle of salary standardization is the most equitable basis for salary administration in the public service. The problem of salary administration must be placed on a businesslike basis and removed from the possibility of political manipulation. This can best be accomplished through salary standardization.

The Commission will take up during the coming year the whole matter of salary standardization and attempt to work out some method of complying with the mandate of the people as expressed in their charter.

Continued Research in the Field of Examining Techniques

We have indicated elsewhere in this report that the Commission is continuing its research to the end that the maximum degree of validity and reliability can be obtained in our examinations. It is now intended to obtain the services of some outstanding expert in the field of test construction to serve with the staff in a consulting capacity, and to assist the staff in developing new procedures and techniques. This proposal has received the approval of the Commission, and arrangements to that end will be made as soon as the proper individual can be found.

Acceptance by the Appointing Officers of the Probationary Period as a Part of the Selective Process and the Discharge of Their Responsibilities Thereunder

We have pointed out elsewhere in this report that only five appointing officers exercised the authority to terminate probationary appointments during the year. The Commission recognizes its responsibility in the matter of impressing upon appointing officers the necessity for the proper use of the probationary period. Although no organized efforts have thus far been made the Commission is preparing to undertake a campaign to bring home to appointing officers the necessity for close supervision of probationary appointees and the terminations of such appointments when employees prove themselves unsatisfactory or incompetent. Ways and means of bringing about a more satisfactory conception of their responsibility in this respect by the appointing officers are being sought.

Tabulating Equipment

During the coming year it is expected that tabulating equipment will be installed in order that proper statistical analyses of the various operations of the Commission may be carried on in an economical manner. It is expected that arrangements can be made with other departments for the use of tabulating equipment, and that the only expense to the Commission will be the purchase of cards and occasional salary expense for operators.

Placement of Disabled or Incapacitated Employees

Occasionally employees meet with accident in the service resulting in injuries which unfit them for the performance of their regular duties. In some types of employment advancing age renders the employee wholly or partially unfit for his regular duties.

A sound and humane personnel program requires that these employees who have rendered faithful and efficient services and who become incapacitated by reason of age or injury shall not be cast aside. Usually there are other positions which they can fill acceptably.

The charter permits the transfer of such employees to other positions even if the new position is outside the classification to which the employee was appointed, but the new position must be one carrying a lesser compensation.

In order that this provision may be made more fully effective it is the intention of the Commission to make an analysis of physical qualifications required in the various positions in the service. In this manner positions which may be acceptably filled by employees with various kinds of physical disabilities will be located.

Acceptance by the Civil Service Commission and the Staff of its Responsibilities as the Personnel Agency of the Government

Because of the traditional background of civil service administration due to its original conception as a substitute for the "spoils system" some public personnel administrators have permitted

over-emphasis on the question of tenure. In fact, until a few years ago public personnel administration was concerned largely with examinations and separations. During the past several years public personnel administrators are coming more and more to accept an entirely new philosophy of administration. Instead of a negative administration these forward looking men and women are developing positive methods of administration, and are evolving a complete system of public personnel administration. The Commission agrees with this new philosophy and recognizes that anything in its own policies or its procedures or operations which tends to hamper or negate the complete fulfillment of the true objectives of the merit principle is unsound and unwholesome. The Commission believes that its policies, its rules of administration, and its techniques must be refined, to the end that the functions of the Commission as the personnel agency of the government are carried out to their fullest extent. This point of view is reflected in many of the improvements that have been made during the past year or two. The members of the Commission are determined that its entire procedure shall be geared to the end that its responsibilities shall be discharged in the most effective manner.

Section 6. EXHIBITS

EXHIBIT No. 6

ANNUAL EXPENDITURES BY THE CIVIL SERVICE COMMISSION

By Fiscal Years from July 1, 1930 to June 30, 1939, and

APPROPRIATIONS FOR THE FISCAL YEAR 1939-40

Fiscal Year	*No. of Perm. Employees	Total Expenditures	SALARIES		Materials and Supplies	Contractual	Equipment
			Permanent	Temporary			
1930-31	9	43,481.60	26,820.00	11,080.53	3,982.82	984.77	613.48
1931-32	9	53,634.47	26,820.00	21,614.18	2,054.19	630.27	2,515.83
1932-33	12	49,731.80	39,620.00	6,316.99	2,202.58	1,209.02	383.21
1933-34	12	51,641.70	34,899.00	11,919.19	3,450.28	1,043.37	329.86
1934-35	14	57,179.11	39,260.00	11,092.66	3,859.87	2,179.31	787.27
1935-36	16	60,071.41	43,963.79	10,239.17	2,657.46	1,742.08	1,468.91
1936-37	17	68,285.72	50,727.73	11,675.92	2,638.14	1,007.26	2,236.67
1937-38	19	92,582.18†	54,234.55	17,660.33†	6,112.86	3,148.11†	4,054.58
1938-39	19	70,369.66	53,994.00	10,788.31	3,775.87	1,811.48	—
APPROPRIATIONS							
Fiscal Year 1939-40							
1939-40	22	70,940.00	56,340.00	7,820.00	4,000.00	2,780.00	—

*Three Civil Service Commissioners are not included in number of employments but compensation at \$100 each per month is included in expenditures and appropriations.

†Includes non-recurrent expenditures of \$5,388.34 in salaries for temporary services in connection with salary surveys, and \$1,983.41 in contractual expense for remodeling of office. Net operating expenditures—\$85,210.43.

EXHIBIT No. 7

**TOTAL PERMANENT EMPLOYMENTS ESTABLISHED IN THE CITY AND COUNTY SERVICE,
INCLUDING ELECTIVE AND OTHER OFFICIALS BUT EXCLUSIVE
OF MEMBERS OF BOARDS AND COMMISSIONS**

	Total No. of Positions	Subject to Civil Service	Exempt from Civil Service	Elective Officials	Subject to Salary Standardization	Exempt from Salary Standardization
Adult Probation	10	9	1		10	
Art Commission	2	None	2		2	
Assessor	43	40	2	1	42	1
Cal. Palace Legion Honor....	24	None	24			24
Chief Admin. Officer.....	5	2	3		4	1
City Attorney	19	None	18	1	18	1
City Planning Commission....	5	2	3		5	
Civil Service Commission....	19	18	1		19	
Controller	99	94	5		98	1
Coordinating Council	2	1	1		2	
Coroner	22	18	4		22	
District Attorney	38	None	37	1	37	1
Education, Board of:	512	498	14		510	2
Teachers	3,125		3,125			3,125
Electricity	71	71			71	
Finance and Records:						
County Clerk	50	50			50	
Director	2	1	1		2	
Public Administrator	11	7	4		10	1
Recorder	38	38			38	
Registrar	20	19	1		20	
Tax Collector	47	46	1		47	
Fire Department	1,215*	1,184	31‡		41	1,174
Horticultural Insp.	7	7			7	
Juvenile Court:						
Detention Home	18	17	1		18	
Probation Office	33	32	1		33	
Law Library	3	None	3			3
M. H. deYoung Mem. Museum	46	None	46			46
Mayor	13	9	3	1	12	1
Municipal Court	61	48	1	12	49	12
Park Department	813	None	813			813
Permit Appeals	1	None	1		1	
Police Department	1,334*	1,244	90†		32	1,302
Public Defender	4	None	3	1	3	1
Public Health Dept.....	1,441	1,239	202		1,441	
Public Library	234	None	234		39	195
Public Utilities Com.....	1,741	1,700	41		1,736	5
Public Welfare Dept.....	140	139	1		140	
Public Works, Dept. of.....	1,070	1,066	4		1,069	1
Purchasing Department	120	119	1		120	
Real Estate Department....	25	24	1		25	
Recreation Department	187	163	24		187	
Retirement System	12	10	2		12	
Scaler of Wts. & Meas.....	7	7			7	
Sheriff	122	117	4	1	121	1
Superior Court	37	None	21	16	18	19
Supervisors, Board of.....	24	12	1	11	13	11
Treasurer	14	13		1	13	1
War Memorial	37	34	3		37	
Totals	12,923	8,098	4,779	46	6,181	6,742

*Does not include special employments for duration of the Golden Gate International Exposition.

†Exempt from civil service (2); Inspectors, Directors, etc. by assignment from civil service ranks (88).

‡Exempt from civil service (3); Chief operators by assignment from civil service ranks (28).

EXHIBIT No. 8

ANALYSIS OF EMPLOYMENTS AND OFFICES EXEMPT BY CHARTER FROM CIVIL SERVICE.
(Exclusive of Elective Officials and Members of Boards and Commissions)

DEPARTMENT	(1) Attorneys and Physicians	(2) Inmate or Part Time Services	(3) Construction work out- side City and County	(4) Temporary services requiring expert or professional qualifi- cations	(5a) Secretary or Executive of Board or Commission	(5b) Entire Department Exempted	(5c) Other Specific Exemption	TOTAL
Adult Probation					1			1
Art Commission		1			1			2
Assessor		1					1	2
Calif. Palace Leg. Honor....						24		24
Chief Admin. Officer.....		2					1	3
City Attorney							18	18
City Planning		2			1			3
Civil Service Com.....					1			1
Controller	1	3					1	5
Coordinating Council					1			1
Coroner	2	2						4
District Attorney						37		37
Education:								
Non-certificated		13			1			14
Certificated							3,125	3,125
Electricity, Dept. of.....								—
Finance & Records:								
County Clerk								—
Director							1	1
Public Administrator	3	1						4
Recorder								—
Registrar of Voters.....		1						1
Tax Collector	1							1
Fire Department					2		29	31
Horticultural Inspection ...								—
Juvenile Court:								
Detention Home					1			1
Probation Office					1			1
Law Library						3		3
M. H. deYoung Museum....						46		46
Mayor							3	3
Municipal Court							1	1
Park Department						813		813
Permit Appeals					1			1
Police Department	1				1		88	90
Public Defender	3							3
Public Health Dept.....	82	119					1	202
Public Library						234		234
Public Utilities Com.....	1	13					27	41
Public Welfare Com.....							1	1
Public Works, Dept. of....		2					2	4
Purchasing Department ...							1	1
Real Estate Department....							1	1
Recreation Department		23					1	24
Retirement System	1				1			2
Scaler of Wts. & Mens.....								—
Sheriff	2						2	4
Superior Court						21		21
Supervisors, Bd. of.....							1	1
Treasurer								—
War Memorial		1			2			3
	97	184			15	1,178	3,305	4,779

Comments Concerning Exhibit No. 8

Under the charter all employments in the city and county are subject to civil service except:

(1) Positions in which attorneys and physicians are employed to perform the duties of their professions, but not including positions involving administrative duties for which such professional status is only part of the qualification;

(2) inmate help and student nurses paid less than \$80 per month and part time employments (designated as such with the approval of the Civil Service Commission) paid less than \$80 per month;

(3) employments on construction work outside the city and county when exempted by the Civil Service Commission;

(4) employments of a temporary nature requiring special professional qualifications when exempted for a specified period of time by the Civil Service Commission; and

(5) positions otherwise exempted by specific charter provision. These include, (a) secretaries and executive officers of Boards and Commissions, (b) entire departments exempted from civil service by specific charter provisions, (c) other specified employments such as Confidential and Executive Secretary to the Mayor, Confidential Secretaries to the Assessor and the Sheriff, certain administrative posts in the Police Department and Inspectors of Police which are filled by assignment by the Chief of Police from civil service ranks, Chiefs' Operators in the Fire Department which are filled by assignment by the Chief Engineer from civil service ranks, teachers and other certificated personnel of the Board of Education, etc.

In Exhibit No. 8 the figures and letters over the columns indicate the charter provision as herein outlined, under which the exemption is authorized.

Comments Concerning Exhibit No. 9

The charter provides that with certain specified exceptions compensations of the employees of the City and County of San Francisco shall be fixed by the Board of Supervisors on the basis of a schedule of compensations recommended by the Civil Service Commission, to the end that like pay shall be paid for like service. The charter further provides that these compensations shall be not higher than wages and salaries generally prevailing in private employment or in other comparable governmental organizations in this state.

Pursuant thereto, the Civil Service Commission recommended proposed salary standardization schedules to the Board of Supervisors on April 9, 1930. These schedules were not adopted by the Board of Supervisors and during the latter part of 1931 were returned to the Civil Service Commission.

On February 16, 1938, the Civil Service Commission again recommended proposed salary standardization schedules to the Board of Supervisors. These schedules were adopted by the Board on February 14, 1939, but after a sufficient number of signatures of qualified electors requesting a referendum had been filed with the Board of Supervisors, the salary schedules were submitted to the electorate for approval but were defeated at a special election.

The charter provides that pending the adoption of salary standardization schedules, compensa-

tions of those positions subject to salary standardization shall not be increased above the rates proposed by the Civil Service Commission in the 1930 recommendations referred to herein, or in the 1939 recommendations for new classifications which have been added since the 1930 report was issued.

Compensations exempted from salary standardization by charter provisions referred to above are—

1. Compensations fixed by charter.
2. Compensations of teaching and technical forces of the Board of Education.
3. Compensations of employees of the California Palace of the Legion of Honor, M. H. de Young Memorial Museum, Park Department, Law Library, and the librarians and technical assistants in the Public Library.
4. Construction employees engaged outside the City and County.
5. Part-time employees and institutional help receiving less than \$50 per month.
6. Certain state officers, compensations for which are fixed by state law and paid in whole or part by City.

In Exhibit No. 9 the figures over the columns indicate the charter provision as herein outlined under which the exemption is authorized.

EXHIBIT No. 9
ANALYSIS OF POSITIONS, COMPENSATIONS OF WHICH ARE EXEMPT
FROM SALARY STANDARDIZATION

COMPENSATIONS EXEMPT BECAUSE:

Department	(1) Fixed by Charter	(2) Fixed by Board of Education	(3) Specific Exception (Fixed by Joint Action of Appointing Authority and Board of Supv.)	(4) Construction Outside the City	(5) Part Time Less Than \$50.00	(6) Fixed by State Law	TOTAL
Adult Probation							—
Art Commission							—
Assessor	1						1
Cal. Palace Legion Honor ...			24				24
Chief Admin. Officer.....	1						1
City Attorney	1						1
City Planning Commission ..							—
Civil Service Commission ...							—
Controller	1						1
Coordinating Council							—
Coroner							—
District Attorney	1						1
Education, Bd. of:							
Non-certificated					2		2
Certificated		3125					3125
Electricity, Dept. of.....							—
Finance & Records:							
County Clerk							—
Director							—
Pub. Administrator	1						1
Recorder							—
Registrar of Voters.....							—
Tax Collector							—
Fire Department	1174						1174
Horticultural Inspection ...							—
Juvenile Court:							
Detention Home							—
Probation Office							—
Law Library			3				3
M. H. deYoung Mem. Museum			46				46
Mayor	1						1
Municipal Court	12						12
Park Department			813				813
Permit Appeals							—
Police Department	1302						1302
Public Defender	1						1
Public Health, Dept. of.....							—
Public Library			195				195
Public Utilities Com.....	1		4				5
Public Welfare Department.							—
Public Works, Dept. of.....	1						1
Purchasing Department							—
Real Estate Department....							—
Recreation Department							—
Retirement System							—
Scaler of Wts. & Measures ..							—
Sheriff	1						1
Superior Court						19	19
Supervisors	11						11
Treasurer	1						1
War Memorial							—
	2511	3125	1085	0	2	19	6742

EXHIBIT No. 10
MEMBERS OF BOARDS AND COMMISSIONS, APPOINTING AUTHORITY,
COMPENSATION AND TENURE

Board or Commission	Total Membership	Appointed by Mayor	Appointed by other authority	Ex-officio members	Compensation	Tenure (years)
Adult Probation Board....	7		7			4
Art Commission	16	10		6		5
California Palace of the Legion of Honor.....	11		9	2		continuous
City Planning Commission..	5	5			\$15 meeting	4
Civil Service Commission ..	3	3			\$100 month	6
Coordinating Council	10	4		6		4
*Education, Board of.....	5	5			\$15 meeting	5
Fire Commission	3	3			\$100 month	4
Fire Prevention						
Appeals and Advisory Board	5	1		4		4
Juvenile Probation Board..	7		7			4
Law Library	12		7	5		continuous
M. H. deYoung Memorial Museum	11		9	2		continuous
Park Commission	5	5				4
Permit Appeals, Board of..	5	5			\$15 meeting	4
Police Commission	3	3			\$100 month	4
Public Health Advisory Committee	7		7			4
Public Library	11	11				4
Public Utilities Commission	5	5			\$15 meeting	4
Public Welfare Commission	5	5				4
Recreation Commission	7	5		2		4
Retirement Board	7	2		5†		5
‡War Memorial	11	11				6
Total	161	83	46	32		

*Appointments confirmed by voters.

†Three elected by members of Retirement System.

‡Appointments confirmed by Board of Supervisors.

Note: The Mayor shall have a seat but no vote in the Board of Supervisors and in any board or commission appointed by him.

EXHIBIT No. 11

NUMBER OF CLASSES BY DIVISIONS OF THE SERVICE; ALLOCATION OF POSITIONS IN THE CLASSIFIED SERVICE; AND ANALYSIS OF POSITION ALLOCATION BY CLASSES

Division	Number of positions allocated to the division	Number of classes included in the division	Number of classes to which are allocated:			
			One position only	Two to five positions	Six to ten positions	Eleven positions or more
Building Trades Service.....	275	37	19	5	4	9
Clerical Service	1124	133	93	15	10	15
Custodial Service	559	20	9	2	2	7
Detention Service	96	12	4	3	2	3
Electrical Trades Service.....	100	23	14	3	2	4
Engineering Service	257	73	41	22	6	4
Examining and Evaluation Service	33	19	14	5	—	—
Fire Service	1250	11	1	2	3	5
Institutional Service	686	37	18	8	3	8
Labor Service	570	20	5	6	3	6
Legal Service	36	8	2	2	3	1
Medical and Scientific Service...	254	51	29	13	3	6
Metal Trades Service.....	145	25	17	4	1	3
Miscellaneous Inspection Service..	98	28	16	6	4	2
Miscellaneous Trades Service	355	40	14	15	2	9
Nursing Service	408	25	16	3	—	6
Police Service	1263	7	1	1	—	5
Recreation Service	91	12	7	3	1	1
Street Railway Service.....	1144	12	5	3	—	4
Welfare Service	136	19	10	5	1	3
Water Service	138	39	23	8	4	4
Agriculture Service	3	3	3	—	—	—
Total	9021	654	361	134	54	105

EXHIBIT No. 12

SUMMARY OF EXAMINATIONS ANNOUNCED AND COMPLETED

July 1, 1938 to June 30, 1939

Type	Number	Number of applications filed	Applications rejected	Applications accepted	Number of participants	Number failed to respond	Number of ineligible	Number of eligibles
Entrance	37	13,998	974	13,024	9,399	3,625	6,380	3,019
Promotive	51	689	3	686	615	71	272	343
Combination	6	354	56	298	282	16	207	75
Total	94	15,041	1,033	14,008	10,296	3,712	6,859	3,437
		6.87% of total applications filed	93.13% of total applications filed	73.51% of total accepted applications	26.49% of total accepted applications	77.15% of total applications filed	66.62% of participants	22.85% of total applications filed

EXHIBIT No. 13

SUMMARY OF EXAMINATIONS ANNOUNCED DURING FISCAL YEAR 1938-39

BUT STILL IN PROGRESS

as of June 30, 1939

Type	Number	Number of Applications Filed	Number of Applications Rejected	Number of Applications Accepted
Entrance	10	2,375	194	2,181
Promotive	7	59	—	59
Combination	—	—	—	—
Total	17	2,434	194	2,240
		92.03% of total applications filed	7.97% of total applications filed	

CLASS TITLE	Examination consisted of tests as follows:										Minimum qualifications established as follows:		
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Knowledge (written)	Intelligence (written)	Oral Test	Other Tests	Experience	Education	Physical
Anaesthetist	2	0	2	2	0	2	80%	20%	—	—	X	X	—
Architectural Draftsman	27	9	18	13	0	13	40%	30%	—	30% ¹	X	X	—
Asst. Purchaser of General Supplies	104	34	70	65	57	8	80%	—	20%	—	X	X	—
Asst. Supt. and Technician, Sew. Treat. Plant	15	3	12	8	4	4	80%	—	20%	—	X	X	—
Blacksmith's Helper	32	16	16	14	10	4	100%	—	—	—	X	—	—
Cement Finisher's Helper	70	13	57	46	26	20	100%	—	—	—	X	—	—
Chauffeur	630	148	482	441	374	67	100%	—	—	—	X	—	X
City Architect	7	4	3	3	1	2	80%	—	20%	—	X	X	—
Conductor	2229	28	2201	1416	922	494	—	100%	—	—	—	—	X
Dairy Inspector	29	13	16	14	7	7	100%	—	—	—	X	X	—
Farmer	46	19	27	25	18	7	80%	20%	—	—	X	—	—
Fire Dispatcher	13	2	11	7	0	7	50%	—	—	50% ¹	X	—	—
Flatwork Ironer	66	13	53	44	25	19	100%	—	—	—	X	—	—
General Clerk-Typist (female)	1414	10	1404	999	644	355	10%	40%	—	50% ¹	—	—	—
General Clerk-Stenographer (female)	1159	10	1149	855	564	291	10%	40%	—	50% ¹	—	—	—
Hodecarrier	66	11	55	47	37	10	100%	—	—	—	X	—	—
Hydrantman-Gateman	89	21	68	66	58	8	100%	—	—	—	X	—	—
Instrument Maker	47	16	31	29	19	10	100%	—	—	—	X	—	—
Janitress	396	17	379	285	221	64	60%	—	—	40% ²	—	—	—
Matorman	2300	28	2272	1360	860	500	—	100%	—	—	—	—	X
Orderly	412	9	403	357	63	294	90%	—	—	10% ³	—	—	—
Physiotherapist	9	3	6	6	1	5	100%	—	—	—	X	X	—
Policeman	1789	335	1454	1260	1059	201	—	100%	—	—	—	—	X
Radio Maintenance Man	22	7	15	15	3	12	100%	—	—	—	X	—	—
Registered Nurse	161	10	151	130	29	101	80%	20%	—	—	—	X	X
Seamstress	165	21	144	137	117	20	100%	—	—	—	X	—	—
Sewer Pumping Station Attendant	187	47	140	127	110	17	100%	—	—	—	X	—	—
Special Nurse	182	11	171	146	34	112	80%	20%	—	—	—	X	X
Stage Carpenter	13	4	9	9	4	5	100%	—	—	—	X	—	—
Stage Electrician	6	3	3	2	0	2	100%	—	—	—	X	—	—
Superintendent, Alameda District	27	4	23	22	18	4	80%	—	20%	—	X	—	—
Superintendent, Sewage Treatment Plant	13	5	8	5	3	2	80%	—	20%	—	X	X	—
Telephone Operator (male)	61	5	56	43	27	16	70%	20%	—	10% ³	X	—	—
Veterinarian	18	5	13	13	3	10	100%	—	—	—	—	X	—
Voting Machine Adjuster	364	59	305	292	216	76	70%	30%	—	—	—	—	X
Water Department Worker	1818	27	1791	1090	844	246	18%	82%	—	—	—	—	X
X-Ray Technician	10	4	6	6	2	4	100%	—	—	—	X	—	—
TOTALS	13998	974	13024	9399	6380	3019							

1—Practical test. 2—Physical 30%, age 106%. 3—Age was rated competitively.

EXHIBIT No. 15

ANALYSIS OF PROMOTIVE EXAMINATIONS COMPLETED JULY 1, 1933 TO JUNE 30, 1939

CLASS TITLE	Examination consisted of tests as follows										Lower Ranks permitted to participate
	Number of applicants	Number of applicants rejected	Number of applicants accepted	Number of participants	Number of intelligibles	Number of eligibles	Knowledge of Duties (written)	Intelligence or aptitude (written)	Other tests	Oral test	Ascertained Merit and City and County service
Asphalt Mixer Man.....	4	0	4	3	1	2	80%	80%		20%	20%
Assistant to Director of Field Nurses.....	4	0	4	3	0	3	60%	60%		20%	20%
Assistant Superintendent, Bur. of Sew. Repair..	21	0	21	17	6	11	60%	60%		20%	20%
Assistant to Executive Staff, Mayor's Office.....	2	0	2	2	0	2	40%	10%	20%	20%	10%
Assistant to Secretary, Civil Service Com.....	2	0	2	2	0	2	40%	10%	20%	20%	10%
Captain of Watch.....	17	0	17	16	11	5	70%	70%	20%	20%	10%
Chief Abattoir Inspector.....	6	0	6	5	3	0	60%	60%	20%	20%	20%
Chief Assistant Clerk, Board of Supervisors....	3	0	3	3	0	3	60%	60%	20%	20%	20%
Chief Assistant Purchaser of Gen. Supplies.....	6	0	6	6	3	3	60%	60%	20%	20%	20%
Chief Engineer, Stationary Steam Engines.....	3	0	3	2	0	2	80%	80%		20%	20%
Chief Fire Dispatcher.....	4	0	4	4	0	4	70%	70%	20%	20%	10%
Confidential Secretary to the Chief of Police.....	3	0	3	3	1	2	40%	10%	20%	20%	10%
Cost Analyst.....	13	0	13	11	7	4	70%	70%	20%	20%	10%
Court Room Clerk, Municipal Court.....	16	0	16	14	4	10	60%	60%	20%	20%	20%
Director-at-Large, Recreation Department.....	18	0	18	17	2	15	60%	60%	20%	20%	20%
Division Superintendent, Municipal Railway.....	22	0	22	21	14	7	60%	60%	20%	20%	20%
Executive Secretary to Manager of Utilities.....	7	0	7	7	3	4	70%	70%	20%	20%	10%
Foreman Janitor, Department of Public Works.....	23	0	23	25	20	5	70%	70%	20%	20%	10%
Foreman Janitor, War Memorial.....	18	0	18	18	11	7	60%	60%	20%	20%	20%
Foreman Lineman, High Tension Lines, Pub. Util.....	5	0	5	5	2	3	70%	70%	20%	20%	20%
Foreman Painter, Department of Public Works.....	15	0	15	14	8	6	60%	60%	20%	20%	20%
Gen. Foreman, Car and Auto Paint Shop, Mun. Ry.....	6	0	6	4	1	3	70%	70%	20%	20%	10%
Gen. Foreman Carpenter, Dept. of Public Works.....	2	0	2	2	0	2	60%	60%	20%	20%	20%
General Foreman, Sewer Connections and Rep.....	20	0	20	19	16	3	60%	60%	20%	20%	20%
General Storekeeper.....	3	0	3	3	0	3	80%	80%	20%	20%	20%
General Superintendent of Shops.....	5	0	5	4	2	2	60%	60%	20%	20%	20%
Head Janitor.....	3	0	3	3	0	3	70%	70%	20%	20%	10%

EXHIBIT No. 15. ANALYSIS OF PROMOTIVE EXAMINATIONS COMPLETED JULY 1, 1938 TO JUNE 30, 1939 (Continued)

Examination consisted of tests as follows

Oral test

Other tests

Intelligence (written)

Knowledge of Duties (written)

Number of eligibles

Number of ineligible

Participants

Number of accepted

Number of rejected

Number of applicants

CLASS TITLE

Lower Ranks permitted to participate

Head Nurse.....	89	0	89	82	19	63	80%				20%	20%	Registered nurse, operating room nurse.
Hoseman, Ships.....	13	0	13	7	4	3	60%				20%	20%	Laborer, water department worker.
Law Clerk, Registrar's Office.....	5	0	5	5	1	4	80%				20%	20%	General clerk, deputy registrar.
Laundress.....	6	0	6	6	1	5	60%				20%	20%	Flatwork ironer.
Meter Inspector.....	16	2	14	12	0	12	60%				20%	20%	General clerk, meter reader, general clerk-typist, general clerk-stenographer.
Senior Clerk, Civil Service Commission.....	5	0	5	3	0	3	60%				20%	20%	General clerk, general clerk-typist, general clerk-stenographer.
Senior Clerk, Department of Public Works.....	19	0	19	18	11	7	50%				20%	20%	General clerk, general clerk-stenographer, general clerk-typist.
Senior Clerk, Retirement System.....	3	0	3	3	0	3	50%				20%	20%	General clerk-stenographer.
Senior Clerk-Stenographer, Dept. of Pub. Health.....	9	0	9	6	0	6	50%				20%	20%	General clerk-stenographer.
Senior Clerk-Stenographer, Fire Department.....	4	0	4	2	0	3	50%				20%	20%	General clerk-stenographer.
Senior Clerk-Stenographer, Retirement System.....	3	0	3	2	0	2	50%				20%	20%	General clerk, compimeter operator.
Senior Emergency Hospital Steward.....	15	0	15	13	1	12	60%				20%	20%	Emergency hospital steward.
Senior Inspector of Licenses.....	3	0	3	2	0	2	60%				20%	20%	License adjudicator.
Senior Probation Officer, Juvenile Court.....	9	0	9	9	3	6	60%				20%	20%	Probation officer, collector for the juvenile court, psychiatric social service investigator, psychologist.
Senior Social Service Investigator.....	52	0	52	50	35	15	70%				20%	10%	Junior social service investigator, supervisor of single men's registry, social service investigator, supervisor of inquiries.
Shut-off Man.....	14	0	14	10	1	9	60%				20%	20%	General clerk, general clerk-typist, general clerk-stenographer.
Sub-Foreman Asphalt Finisher.....	16	0	16	13	5	8	70%				20%	10%	Asphalt finisher.
Superintendent of Laundry.....	4	0	4	3	1	2	70%				20%	10%	Superintendent of laundry, Laguna Honda Home, washer.
Superintendent of Nursing, Laguna Honda Home.....	3	0	3	3	0	3	70%				20%	10%	Assistant superintendent of nursing, S. F. Hospital, superintendent of nursing, H. H. Home, senior instructor of nursing, instructor of nursing.
Supervisor, Bur. of Cost Accts., Dept. Pub. Wks.....	2	0	2	2	0	2	60%				20%	20%	Experienced clerk (old class), bookkeeper (old class).
Supervising Nurse, Bur. of Communic. Diseases.....	16	0	16	12	5	7	60%				20%	20%	Field nurse.
Supervisor of Personal Property Records.....	6	1	5	3	0	3	60%				20%	20%	Senior clerk, general clerk.
Truck Foreman.....	15	0	15	14	7	7	60%				20%	20%	Trackman.
Working Foreman Janitor, Board of Education.....	106	0	106	101	66	35	80%				20%	20%	Janitor, school janitor.
TOTALS.....	689	3	686	615	272	343							

EXHIBIT No. 16

ANALYSIS OF COMBINATION PROMOTIVE AND ENTRANCE EXAMINATIONS COMPLETED

July 1, 1938 to June 30, 1939

CLASS TITLE	Examination Consisted of Tests as Follows										Minimum Qualifications Established as Follows		Age
	Number of Applicants	Number of Applications Rejected	Number of Applications Accepted	Number of Participants	Number of Ineligibles	Number of Eligibles	Knowledge of Duties (written)	Intelligence or aptitude (written)	Oral Test	Ascertained Merit and City and County Service	Experience	Education	Physical
Ambulance Driver	128	19	109	105	87	18	90%	—	—	10%	X	—	X
Cement Finisher	40	6	34	30	21	9	95%	—	—	5%	X	—	—
Operating Room Nurse	34	2	32	26	2	24	50%	20%	20%	10%	X	—	X
Police Patrol Driver	138	22	116	114	94	20	90%	—	—	10%	X	—	X
Superintendent—Agriculture	7	3	4	4	3	1	70%	—	—	10%	X	X	—
Supervisor of Maintenance of Way	1	4	3	3	0	3	70%	—	20%	10%	X	—	—
TOTALS	354	56	298	282	207	75							

EXHIBIT No. 17

ANALYSIS OF ENTRANCE EXAMINATIONS IN PROGRESS ON JUNE 30, 1939

CLASS TITLE	Examination Consisted of Tests as Follows										Minimum Qualifications Established as Follows		Age
	Number of Applicants	Number of Applications Rejected	Number of Applications Accepted	Number of Participants	Number of Ineligibles	Number of Eligibles	Knowledge of Duties (written)	Intelligence or aptitude (written)	Oral Test	Experience	Education	Physical	
Car Repairer Welder	43	7	36				100%	—	—	X	—	—	—
Consulting Sanitary Engineer	3	0	3				80%	—	20%	X	X	—	—
Curator, Children's Museum, Recreation Com.	12	6	6	6	3	3	80%	20%	20%	X	X	—	—
Junior Water Purification Engineer	40	4	36	28	22	6	80%	20%	—	X	X	—	—
Morgue Ambulance Driver	6	2	4	4	2	2	100%	—	—	X	X	—	—
Office Assistant (female)	629	38	591	401	304	97	—	100%	—	—	—	—	X
Office Assistant (male)	1207	38	1169	732	582	150	—	100%	20%	—	—	—	X
Playground Director	373	91	282	237	19	31	80%	—	—	X	X	—	—
Plumber	59	5	54	50			100%	—	—	X	—	—	—
Psychologist	3	3	0				80%	—	20%	X	X	—	—
TOTAL	2375	194	2181										

EXHIBIT No. 18
ANALYSIS OF PROMOTIVE EXAMINATIONS IN PROGRESS AS OF JUNE 30, 1939

CLASS TITLE	Examination Consisted of Tests as Follows										Lower Ranks Permitted to Participate
	Number of Applicants	Number of Applications	Number of Rejected Applications	Number of Accepted Applications	Number of Participants	Number of Ineligibles	Number of Eligibles	Knowledge (written)	Intelligence (written)	Oral Test	Absent and City and County Service
Accountant, Controller's Office.....	10	0	10	10	10	1	2	70%	—	20%	10%
Coroner's Investigator	4	0	4	4	3	1	2	70%	—	20%	10%
Sr. Addressing Machine Oper., Controller's Office.....	2	0	2	2	2	1	1	50%	20%	20%	10%
Sr. Civil Engineering Insp., Dept of Pub. Wks.....	21	0	21	21	17	12	5	70%	—	20%	10%
Sr. Tabulating Mach. & Key Punch Op., Purch. Dept...	3	0	3	3	2	0	2	50%	20%	20%	10%
Supervisor of Schedules.....	11	0	11	11	8	0	2	70%	—	20%	10%
Track Welder	8	0	8	8	8	0	0	80%	—	—	20%
TOTALS.....	59	0	59	59	59	0	0				

EXHIBIT No. 19

**ANALYSIS OF PROTESTS CONCERNING QUESTIONS USED IN
EXAMINATIONS OR THE KEY ANSWERS**

July 1, 1938 to June 30, 1939

Number of items included in written tests.....	17,484
Items eliminated without protests by participants.....	112
Items eliminated on protests by participants.....	231
Key revised on protests by participants.....	98
Other miscellaneous protests concerning examinations.....	8

EXHIBIT No. 20

EXAMINATIONS COMPLETED EACH FISCAL YEAR

July 1, 1927 to June 30, 1939

Fiscal Year	Number of examinations completed and lists adopted	Number of Applicants	Number of Participants	Number qualified and placed on eligible lists	Number not qualified
1927-28	63				
1928-29	9				
1929-30	14				
1930-31	25				
1931-32	153				
1932-33	61				
1933-34	37				
1934-35	38				
1935-36	45				
1936-37	105	7,785	5,698	2,300	3,398
1937-38	109	15,835	10,927	4,422	6,505
1938-39	94	15,041	10,296	3,437	6,859

DATA NOT AVAILABLE

EXHIBIT No. 21

MEMBERS OF BOARDS OF SPECIAL EXAMINERS

The Civil Service Commission acknowledges with appreciation the valuable services of the following citizens and officials of the local, state, and federal governments, who, without compensation, assisted during the year in the preparation and conduct of examinations:

Officials of the Federal Government

Name	Title
Harry T. Kranz.....	Manager, United States Civil Service Commission, Twelfth District

Officials of the State Government

Name	Title
O. A. Ghiggoile.....	Supervisor of Dairy Service, Division of Animal Husbandry
Miss Rena Haig.....	Chief, Public Health Nursing Service, State Department of Public Health
Joseph G. Hunter.....	Assistant Director of Transportation and Chief (2 examinations) Title Engineer, State Railroad Commission
Miss May H. McKinnon.....	Inspector, Schools of Nursing, State Department of Public Health
Dr. Harry E. Shepherd.....	Supervising Inspector, State Department of Agriculture
Miss Ida M. Stevens.....	Chief Morbidity Statistician, State Department of Public Health
Zachariah J. Montgomery.....	Building Construction Superintendent, Division of Architecture

Officials of the Local Government

Name	Title
Harold J. Boyd.....	Controller (4 examinations)
Charles J. Brennan.....	Chief Engineer, San Francisco Fire Department
George Broemmer	Teacher, Continuation High School
Thomas A. Brooks.....	Purchaser of Supplies
Frank Daunet	Supervisor of School Janitors
Thomas W. Espy.....	Assistant Engineer, Public Utilities Commission
Dr. Jacques P. Gray.....	Director, Public Welfare Department
David P. Hardy.....	Deputy Superintendent of Schools (2 examinations)
Dion R. Holm.....	Public Utilities Counsel
Hubert James	Chief Plumbing Inspector
Joseph C. Linchan.....	Superintendent of Streets and Sewers (retired)
Capt. Duncan Matheson.....	Treasurer
Miss Phoebe Matthews.....	Secretary, Coordinating Council
Selby C. Oppenheimer.....	Managing Director, War Memorial (2 examinations)
Joseph J. Phillips.....	Director of Properties (2 examinations)
Paul J. Ost.....	General Manager, Electric Power Bureau, Public (2 examinations) Utilities Commission
H. A. Reilly.....	Lieutenant of Police
John J. Sharon.....	Auditor, Public Utilities Commission
John J. Tally.....	Chief Engineer of Stationary Steam Engines

EXHIBIT No. 21. MEMBERS OF BOARDS OF SPECIAL EXAMINERS (Continued)

Citizens	
Name	Title
Victor Aaron	Certified Public Accountant
R. L. Adams.....	Professor of Farm Management, University of California
Abraham Appleton	Architect
Frank D. Bryant.....	Purchasing Agent, Standard Oil Co.
(2 examinations)	
Mrs. Warner Clark.....	President, California State League of Women Voters
Carroll R. Collupy.....	Estimator, San Francisco Bank
Harry E. Drake.....	Building Contractor
Samuel P. Eastman.....	President, Spring Valley Co., Ltd.
H. B. Fisher.....	Personnel Manager, East Bay Municipal Utility District
Rev. Wm. J. Flanagan.....	Director, Little Children's Aid
Andrew J. Gallagher.....	Insurance Broker
J. Gordon	Certified Public Accountant
Sylvan L. Haas.....	Physician
John Haverside	Agriculturist
Miss Lucille Henry.....	Director of Social Work, Community Chest of San Francisco
(2 examinations)	
Harry H. Hilp.....	Building Contractor
Mrs. Esther Hutson.....	Director of Social Service, S.R.A.
Charles G. Hyde.....	Professor of Sanitary Engineering, University of California
(2 examinations)	
Hyman Kaplan	Director, Eureka Benevolent Association
Harold Kellogg	Certified Public Accountant
C. C. Kennedy.....	Consulting Engineer
(2 examinations)	
Judson E. Krueger.....	Certified Public Accountant
B. P. Legare.....	Engineer of Maintenance of Way and Construction, Market Street Railway Co.
Alfred J. Lundberg.....	President, East Bay Transit Co.
Thomas H. Means.....	Consulting Engineer
Wm. J. Mooney.....	Building Contractor
Homer B. Murdock.....	Engineer of Ways and Structures, Key System Railway
Robert R. Newell.....	Physician
Mrs. Lucille M. Nolan.....	Superintendent, San Francisco Polyclinic and Post Graduate School
John A. O'Connell.....	Secretary, San Francisco Labor Council
Michael J. O'Rourke.....	Doctor of Veterinary Medicine
Charles Page	Executive Director, Chamber of Commerce
Robert M. Peek	Purchasing Agent, Braun-Knecht-Heimann Co.
Leon B. Reynolds.....	Professor of Sanitary Engineering, Stanford University
(2 examinations)	
Martin J. Rist.....	Architect
Emmet L. Rixford.....	Physician
Theodore P. Schomaker.....	Physician
Samuel R. Sherman.....	Physician
John L. Spaulding.....	Business Representative, Plumbers and Gas Fitters Local Union No. 442
Harold H. Weeks.....	Architect
Herman Wertsch.....	Recorder, Islam Temple
C. W. Whitney.....	Secretary, Purchasing Agents Association of Northern California
(2 examinations)	
Edward A. Zeisler.....	Secretary, B'Nai B'Rith Grand Lodge

EXHIBIT No. 22

CERTIFICATIONS TO CIVIL SERVICE POSITIONS BY DEPARTMENTS
(Permanent and Temporary)

July 1, 1938 to June 30, 1939

Department	Permanent Appointments	Temporary Appointments
Adult Probation	—	—
Art Commission	—	—
Assessor	12	138
California Palace Legion of Honor	Exempt	—
Chief Administrative Officer	—	—
City Attorney	Exempt	—
City Planning Commission	—	—
Civil Service Commission	6	22
Controller	12	60
Coordinating Council	1	—
Coroner	—	6
District Attorney	Exempt	—
Education, Board of	47	124
Electricity	13	21
Finance and Records		
County Clerk	—	1
Director	—	—
Public Administrator	2	3
Recorder	4	—
Registrar	1	308
Tax Collector	2	71
Fire Department	140	37
Horticultural Inspector	—	—
Juvenile Court		
Detention Home	9	20
Probation Office	—	—
Law Library	Exempt	—
M. H. deYoung Memorial Museum	Exempt	—
Mayor	1	1
Municipal Court	6	—
Park Department	Exempt	—
Permit Appeals	—	—
Police	33	74
Public Defender	Exempt	—
Public Health	256	551
Public Library	Exempt	—
Public Utilities Commission	282	267
Public Welfare Commission	14	125
Public Works	133	316
Purchasing	12	23
Real Estate	2	66
Recreation Commission	25	150
Retirement System	3	10
Sealer of Weights and Measures	—	1
Sheriff	10	40
Superior Court	Exempt	—
Supervisors, Board of	2	1
Treasurer	—	—
War Memorial	9	31
Total	1037	2467

EXHIBIT No. 23
LEAVES OF ABSENCE
July 1, 1938 to June 30, 1939

Department	Sick leave with pay	Sick leave without pay	Business leave	Educa- tional leave	Military leave
Adult Probation Department.....	6				
Art Commission					
Assessor	16	4	1		1
California Palace of the Legion of Honor...	5				
Chief Administrative Officer.....	2				
City Attorney	6				
City Planning Commission.....					
Civil Service Commission.....	2	1			
Controller	17	5	8		
Coordinating Council					
Coroner	9		3		
District Attorney					
Education, Board of.....	142	25	53		1
Electricity, Department of.....	18	2	3		
Finance and Records, Department of:					
County Clerk	18	5			
Director	3	2	1		
Public Administrator	1				
Recorder	15		2		2
Registrar of Voters.....	2				
Tax Collector	17	7			
Fire Department		25	19		8
Horticultural Inspection	1				
Juvenile Court—Detention Home.....	5	1	1		1
Juvenile Court—Probation Office.....	8	4	1		
Law Library					
M. H. deYoung Memorial Museum.....	5				
Mayor					
Municipal Court	15				
Park Department	178				
Permit Appeals, Board of.....					
Police Department		2	20		
Public Defender					
Public Health, Department of.....	567	277	443	1	8
Public Library	22				
Public Utilities Commission.....	374	133	200		3
Public Welfare Department.....	25	7	6	1	2
Public Works, Department of.....	429	50	73		7
Purchasing Department	35	5	8		
Real Estate Department.....	3				
Recreation Department	55	7	16		1
Retirement System	1	2			
Scales of Weights and Measures.....	1		1		
Sheriff	29	12	19		2
Superior Court	1				
Supervisors, Board of.....	2				
Treasurer	4				
War Memorial	5	4	5		
Totals	2044	580	884	2	36

EXHIBIT No. 24

SEPARATIONS FROM PROBATIONARY AND PERMANENT CIVIL SERVICE POSITIONS

July 1, 1938 to June 30, 1939

Department	Method of termination:							Total
	Probationary appointment terminated	Laid off	Resignation	Relinquishment	Retirement	Dismissal	Death	
Adult Probation Department.....								
Art Commission		11					1	12
Assessor								
California Palace of the Legion of Honor								
Chief Administrative Officer.....								
City Attorney								
City Planning Commission.....								
Civil Service Commission.....		1		1	1			3
Controller								
Coordinating Council								
Coroner								
District Attorney					1		1	2
Education, Board of.....	3	2	5	2	8		2	22
Electricity, Department of.....		3			1		4	8
Finance and Records, Department of								
County Clerk					1		2	3
Director								
Public Administrator								
Recorder							1	1
Registrar of Voters.....								
Tax Collector					1		1	2
Fire Department			1		16		11	28
Horticultural Inspection								
Juvenile Court—Detention Home..			1					1
Juvenile Court—Probation Office..				1	2			3
Law Library								
M. H. deYoung Memorial Museum.								
Mayor								
Municipal Court					1		1	2
Park Department					8			8
Permit Appeals, Board of.....								
Police Department			1	1	11	4	14	31
Public Defender								
Public Health, Department of....	34		79	14	14	8	11	160
Public Library					1			1
Public Utilities Commission.....	7	16	30	12	33	3	18	119
Public Welfare Department.....			4	5			1	10
Public Works, Department of....	1	16	11	1	28	1	10	68
Purchasing Department		1	1		1		2	5
Real Estate Department.....							1	1
Recreation Department		6	3		1		7	17
Retirement System	1							1
Scaler of Weights and Measures...								
Sheriff			2		1		2	5
Superior Court								
Supervisors, Board of.....								
Treasurer								
War Memorial			2	1			1	4
Totals	46	56	140	38	130	16	91	517

EXHIBIT No. 25
CAUSES OF DISMISSALS

Unofficerlike Conduct	2
Intoxication and Disobedience of Rules.....	1
Adjudged Insane	1
Inattention to Duties	9
Immoral Conduct	1
Discourteous Treatment of the Public.....	1
Incompetence	1
Total	16

EXHIBIT No. 26
**DISPOSITION OF PROBATIONARY APPOINTEES WHOSE
SERVICES WERE TERMINATED**

Returned to list for appointment to other departments.....	33
Removed from list and eligibility cancelled.....	13
Total	46

EXHIBIT No. 27
**DECISIONS OF CIVIL SERVICE COMMISSION CONCERNING
APPEALS FROM DISMISSALS**
July 1, 1938 to June 30, 1939

Appointing officer sustained and dismissal confirmed.....	4
Appointing officer sustained but punishment modified.....	1
Appointing officer overruled	0
Total	5

EXHIBIT No. 28
**DECISIONS OF CIVIL SERVICE COMMISSION CONCERNING
APPEALS FROM DISMISSAL**
January 8, 1932 to December 31, 1935

Appointing officer sustained and dismissals confirmed.....	6
Appointing officer sustained but punishment modified.....	4
Appointing officer overruled and employee reinstated.....	5
Referred to department because of defective procedure.....	1
Total	16

EXHIBIT No. 29

TEMPORARY EMPLOYMENTS TERMINATED FOR CAUSE

July 1, 1938 to June 30, 1939

Unsatisfactory service	12
Failure to report or refusal to accept assignment.....	4
Impersonation and fraud.....	1
Misrepresented experience qualifications.....	1
Habitual use of intoxicants.....	1
Absent without leave.....	1
Total	20

EXHIBIT No. 30

ELIGIBILITY CANCELLED

July 1, 1938 to June 30, 1939

At own request	17
Impersonation and fraud (on part of eligible).....	2
Holdover status—not employed for five years.....	2
Resigned other temporary employment.....	1
Lacked physical qualifications.....	1
Lacked residential qualifications.....	1
Due to removal for cause from other lists.....	15
Failure to report on permanent certification.....	1
Total	40

EXHIBIT No. 31

**INSTANCES OF SUSPENSION OF CIVIL SERVICE COMMISSION RULES
BY THE COMMISSION**

July 1, 1938 to June 30, 1939

1. Rule concerning withdrawals of waivers of appointment.....	25
Withdrawal granted without personal appearance.....	9
Immediate withdrawal granted—list exhausted.....	10
Immediate withdrawal granted—misunderstanding	1
Immediate withdrawal granted—staff error.....	1
Immediate withdrawal granted—other reasons.....	2
Other special considerations	2
2. Rule concerning approval of request for departmental waiver.....	1
3. Rule concerning transfers	4
Thirty-day waiting period waived.....	3
Other special consideration	1
4. Rule providing that vacations shall be taken during two consecutive weeks.....	2
5. Rule providing that eligibles who relinquish positions shall be placed under waiver for thirty days	2
6. Rule prohibiting temporary appointment when permanent vacancy exists.....	1
7. Rule providing that failure to report for duty after authorized leave shall be deemed "Inattention to Duties"	1
8. Rule prohibiting sick leave to probationary appointees.....	1
9. Rule prohibiting emergency non-civil service appointment while under civil service appointment	1
Total	38

SUGGESTIONS AND GENERAL INFORMATION TO SPECIAL EXAMINERS IN RATING CANDIDATES IN ORAL TESTS

Attached hereto is a copy of the Examiner's Rating Sheet on which is to be recorded your rating of the three subjects included in the oral test, i. e., (1) Personal Characteristics; (2) Personal History; and (3) General Fitness. These three subjects are broken down into six items. Each item is graded into five degrees of excellence as indicated on the Examiner's Rating Sheet. The candidate's knowledge of duties, his technical knowledge, and any other subjects included in the examination will be rated on the basis of a written examination or other evidence.

In rating these items, you will place a check mark after each of the six items in the space provided opposite the degree of excellence which in your judgment most nearly applies to the candidate.

Before you indicate your judgment on the rating sheet, ask yourself in reference to each of the items, the following questions:

1. Personal characteristics

(a) *Appearance, bearing, poise, and manner:* How does the candidate impress you as to appearance, bearing, poise, and manner as to his fitness for this work? What sort of first impression does he make? Has he bodily or facial characteristics which might seriously hamper him? Is he well groomed or slovenly? Eerect or slouchy?

(b) *Penetration and powers of comprehension:* How readily does he grasp the meaning of a question? Is he slow to apprehend even the more obvious points, or does he understand quickly, even though the idea is new, involved or different?

(c) *Address, thought, and speech:* How does he impress you as to his address, thoughts, and ideas? Does he speak logically and convincingly, or does he tend to be vague, confused, or illogical?

2. Personal history

(a) *Education:* Does the education had by this candidate make him suitable for this position? (Having in mind the minimum requirements fixed for this examination, if any, consider not only the formal education, but also any special studies or courses had by candidate which in your opinion would be of value in this position. Our staff will give more explicit information at the time of the oral test.)

(b) *Training and experience:* How do you appraise, in relation to the requirements of this posi-

tion, the training and experience had by this candidate? (Experience had by this candidate, which is considered elsewhere in the examination, will not be rated in the oral test. Our staff will give more explicit information at the time of the oral test.)

3. General fitness

General fitness to hold position: How is his personal suitability for this type of work? Do you think he would be successful on the job? How do you think his age will affect his performance on the job? Is he fitted physically to perform the duties of this position? Considering these items and the other evidence of candidate's characteristics, do you endorse him for this position? Keeping in mind the kind of duties the candidate will be called upon to perform, consider whether his training, experience, and his personal characteristics, as they reveal themselves during the interview, will be an asset or a liability in filling such position. Do not rate him on his technical knowledge or lack of knowledge of the job. This is measured by a written examination. Base your estimates of the applicant's characteristics solely on evidences observed during the interview.

After you have interviewed several candidates, you are at liberty to revise your ratings. You may discuss the personal suitability of the candidates with the other examiners, but this is not advised. It is recommended that each examiner record his ratings on the basis of his independent judgment. *The ratings of the three examiners will be averaged by the staff of the Civil Service Commission and these general averages only will be shown to the candidate. Your rating sheet and the markings thereon are not subject to review by the candidate.*

The questions to be asked by examiners will relate mostly to the candidate's personal history, i. e., education, and training and experience.

The examiners are not expected to follow a prescribed line of questioning, but are requested to make the interview informal and to follow up any significant leads which the candidate's remarks suggest. Each candidate must, however, be asked each of the following basic questions:

1. What, in your conception, are the more important features of this position?
2. What training and experience have you had that you believe qualifies you to hold this position?

EXHIBIT No. 32 (Continued)

3. What have you learned from your past experience that would be helpful to you in carrying out the responsibilities of this position?

4. What education have you had which in your judgment fits you for this position?

The examiners will have available the applications of the candidates and from the experience statement shown on the application, questions may be asked. Before the examination, a short meeting of the special examiners will be held to explain any questions in the minds of the special exam-

iners regarding the conduct of the oral examination.

The items under Personal Characteristics and General Fitness can be noted by the candidate's responses to these questions. It is suggested that a predetermined leadership be arranged for each interview. Other members of the board should pick up the conversation before it lags. See that most of the talking is done by the applicant. Make the range of questions wide enough to bring out behavior indicative of each of the characteristics to be appraised.

EXAMINER'S RATING SHEET FOR ORAL TEST

(Interviewer to place a check mark before those items which apply)

APPLICANT.....

POSITION.....

1. Personal characteristics

a. *Appearance, bearing, poise, and manner:*

.....Poor
Fair
Good
Very good
Excellent

b. *Penetration and powers of comprehension:*

.....Very slow; often misunderstands
 meaning of questions
Slow to understand; requires ex-
 planation
Nearly always grasps intent of ques-
 tions
Rather quick in grasping questions
 and new ideas
Exceptionally keen and quick to un-
 derstand

c. *Address, thought, and speech:*

.....Confused and illogical
Tends to scatter or become involved
Usually gets his ideas across well
Shows superior ability to express
 himself
Unusually logical, clear, and con-
 vineing

2. Personal history

a. *Education:*

.....Not qualified and not endorsed
Might do well; endorsed with hesi-
 tance
Qualified
Well qualified
Exceptionally well qualified

b. *Training and experience:*

.....Poor
Fair
Good
Very good
Excellent

3. General fitness

General fitness to hold position:

.....Unsuited for this work; not endorsed
Might do well; endorsed with hesi-
 tance
Endorsed
Endorsed with confidence
Exceptionally well suited; strongly
 endorsed

Examiner

Date

Form No. 19

EXHIBIT No. 34

SUMMARY OF

EDUCATIONAL QUALIFICATIONS ESTABLISHED AS A PREREQUISITE
FOR ADMISSION TO EXAMINATION

Year	University graduation	High School graduation	License or certificate of competence
1930	0	0	0
1931	0	0	1
1932	0	0	3
1933	2	0	3
1934	4	0	0
1935	3	2	1
1936	4	2	2
1937	8	15	3
1938	4	8	6
1939	4	4	5

CITY AND COUNTY OF SAN FRANCISCO

ANGELO J. ROSSI, MAYOR

MEMBERS OF THE CIVIL SERVICE COMMISSION

MILTON S. MAXWELL, PRESIDENT
HARRY K. WOLFF, VICE-PRESIDENT
HOWARD M. MCKINLEY, COMMISSIONER

CIVIL SERVICE COMMISSION 181 CITY HALL

WM. L. HENDERSON
PERSONNEL DIRECTOR AND SECRETARY

EXHIBIT No. 35

(Letter addressed to one hundred improvement clubs and associations)

During the past two years, the San Francisco Civil Service Commission has brought about some very fundamental changes in the administration of civil service in the San Francisco government. The organization of the department has been revamped; techniques have been modernized; the underlying philosophy of civil service administration has been explored and much of it revised. We believe that the significance of these changes should be more generally known in the community.


The kind of personnel administration that obtains in a governmental jurisdiction is of considerable importance to the citizens of that community. If it is good, the community benefits. If it is bad, or lax, the community suffers. Consequently, the citizens of a community should be interested in knowing in what manner their civil service is administered.

The Civil Service Commission is seeking the opportunity to acquaint the citizens of our city with the policies and methods that operate in our local civil service. We want to take the "mystery" out of civil service. In that effort, we would welcome the privilege of addressing the members of your association. Will you kindly advise if that privilege will be accorded? The address will be made by one of our staff and will require about thirty minutes, following which the staff member will answer questions of the audience. Any time set by you will be agreeable, providing at least two weeks' notice is given us.

Kindly communicate by letter or by phone (Hemlock 8461) with the undersigned for further information.

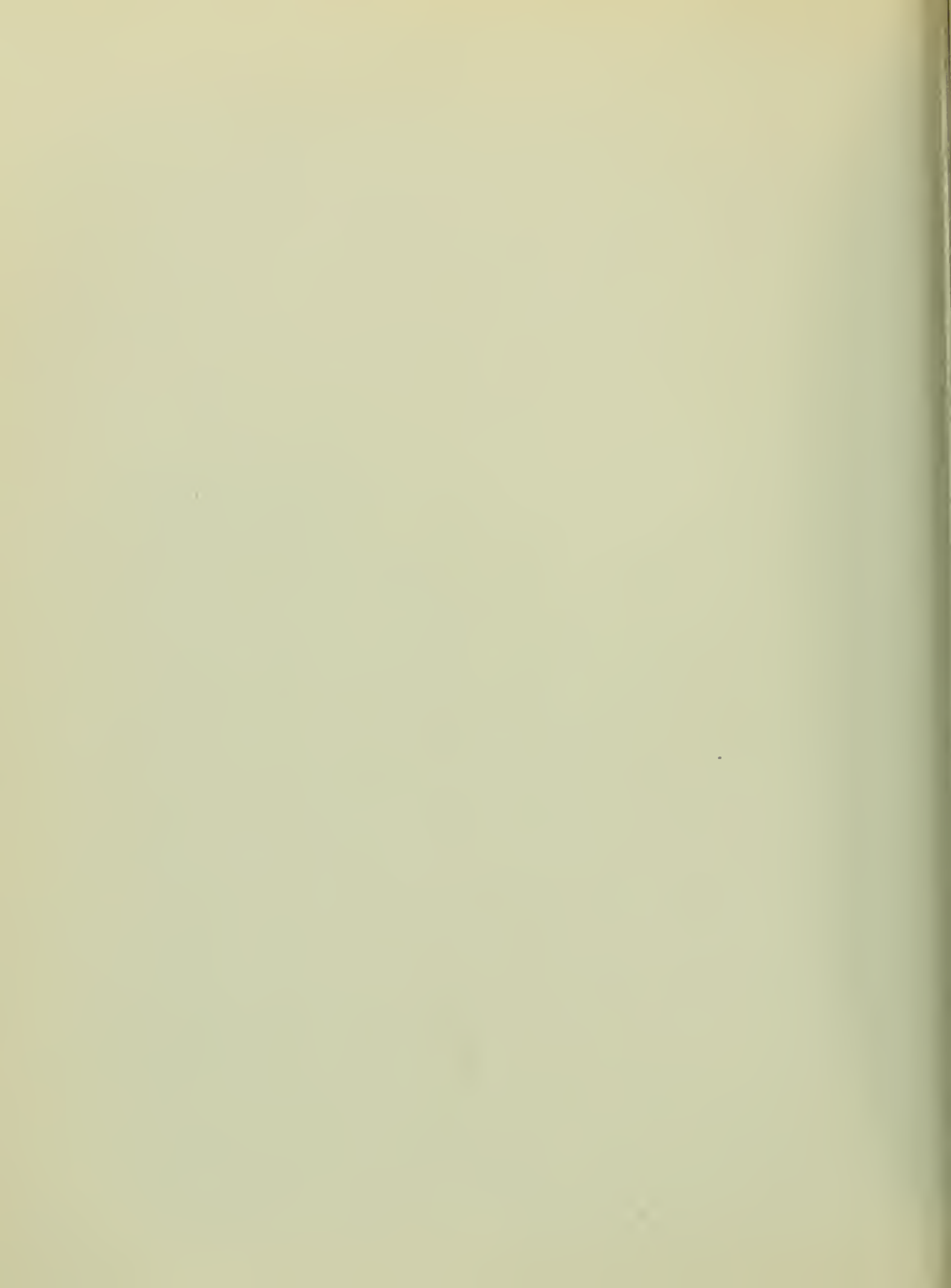
Very truly yours

CIVIL SERVICE COMMISSION



Personnel Director and Secretary

K





Pernau-Walsh Printing Co.
San Francisco



ANNUAL REPORT

Civil Service Commission of San Francisco, California

Fiscal Year Ending June 30, 1940



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ANNUAL REPORT

Civil Service Commission of San Francisco, California

Fiscal Year Ending June 30, 1940

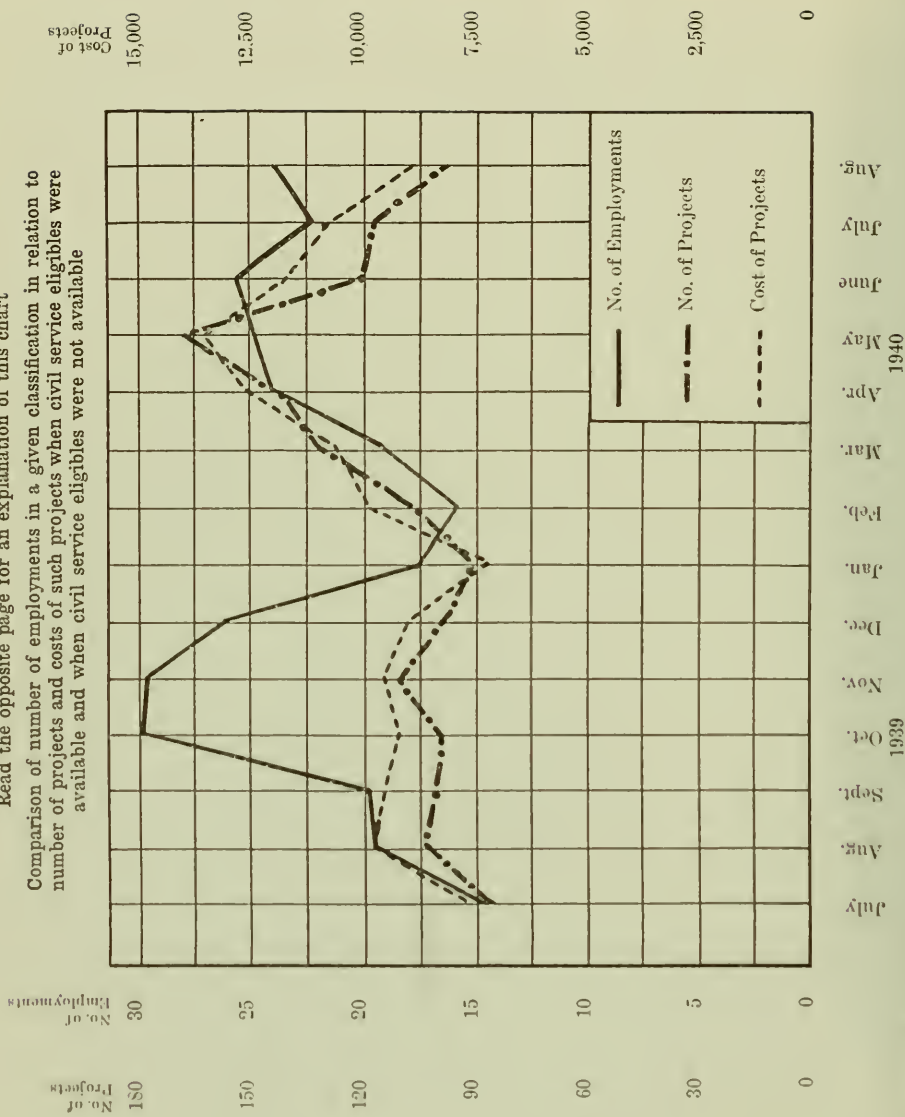


Oath of Office of Members of the
San Francisco Civil Service Commission:

"I am opposed to appointments to the public
service as a reward for political activity and
will execute the office of Civil Service Com-
missioner in the spirit of this declaration."

Read the opposite page for an explanation of this chart

Comparison of number of employments in a given classification in relation to number of projects and costs of such projects when civil service eligibles were available and when civil service eligibles were not available



Prepared by:
San Francisco Civil Service Commission
Sept. 16, 1940
DAR

FOREWORD

Frequently, we are asked whether facts and figures can be cited to prove that the merit system produces actual savings for the taxpayer. All public personnel administrators know that substantial benefits derive from an effective and honest merit system administration of public employment. These benefits accumulate in the form of payroll economies, in better morale, in a more efficient public personnel, and in better service to the community. It is difficult even to attempt an estimate of the actual savings in payroll dollars. Occasionally, however, incidents occur which are vivid examples of the savings that accrue when public personnel is administered in accordance with merit system principles rather than on a patronage basis. Such an incident occurred in the San Francisco service during the past year.

Under the civil service provisions of our charter, positions which are subject to civil service are filled by appointment from lists of eligibles created as a result of competitive examinations. A department head must appoint the person whose name stands highest on the list of eligibles. He has no choice. If no civil service eligible is available, the department head may appoint any one he chooses under what is known as an emergency non-civil service appointment. An emergency non-civil service appointment may continue only until a civil service eligible is available but in no case to exceed ninety days.

During the past year, the list of eligibles for a classification engaged in certain construction activities became exhausted for temporary appointment, that is, all persons whose names appeared on the list declined temporary appointment as they were employed elsewhere. Thereupon, it was permissible for the department head to employ non-civil service persons until civil service eligibles were again available.

The chart on the opposite page shows what sometimes happens under such circumstances. Note the increase in number of employments which commenced in August when the eligible list became exhausted and which accelerated in September and continued throughout October, November, and a part of December. During that period, the department head was allowed to appoint non-civil service persons. Note also that during that period there was no substantial increase in the number of projects on which this classification of labor is employed and further that there was no substantial increase in the value or the cost of such projects. Note particularly the abrupt drop in the number of employees which occurred in the latter part of December when civil service eligibles were again available and, under the law, the department head was required to replace the patronage appointees with civil service employees if the positions were to be continued.

It will be observed that the subsequent increase in employments beginning in February bears a close relationship with the increased number of projects and the cost of such projects.

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CITY AND COUNTY
OF
SAN FRANCISCO, CALIFORNIA

MEMBERS OF THE
CIVIL SERVICE COMMISSION

ANGELO J. ROSSI, MAYOR

CIVIL SERVICE COMMISSION
151 CITY HALL

MILTON S. MAXWELL, PRESIDENT
HARRY K. WOLFF, VICE-PRESIDENT
HOWARD M. MCKINLEY, COMMISSIONER

WM. L. HENDERSON
PERSONNEL DIRECTOR AND SECRETARY

August 28, 1940

Honorable Angelo J. Rossi
Mayor of the City and County of San Francisco
City Hall
San Francisco

Dear Mr. Mayor:

In accordance with the provisions of Section 19 of the Charter of the City and County of San Francisco, we have the honor to submit to you the annual report of the Civil Service Commission for the fiscal year ending June 30, 1940.

May we express to you again our deep appreciation for the interest that you have shown throughout the year in maintaining a sound public personnel administration in the San Francisco municipal service. The support that you have always given us in the efforts we have made to improve the operation of the merit system in this jurisdiction has contributed in a very substantial way to the fine results recorded in this report.

May we respectfully call your particular attention to the major problems which are discussed in the report transmitted herewith. It is our belief that the welfare of merit system administration in the municipal service depends in a very large measure on the solution of these problems.

Respectfully submitted
CIVIL SERVICE COMMISSION

Milton S. Maxwell

President

Harry K. Wolff

Vice-President

Howard M. McKinley

Commissioner

CITY AND COUNTY
OF
SAN FRANCISCO, CALIFORNIA

MEMBERS OF THE
CIVIL SERVICE COMMISSION

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WM. L. HENDERSON
PERSONNEL DIRECTOR AND SECRETARY

August 16, 1940

The Honorable
The Civil Service Commission
City Hall
San Francisco

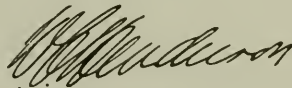
Gentlemen:

Transmitted herewith for the approval of the Civil Service Commission is a report concerning the operations of this commission for the fiscal year ending June 30, 1940.

Several important problems have been presented during the past fiscal year which may have a far-reaching influence on the continued improvement of public personnel administration in this jurisdiction. These and their implications are discussed at length in section 2 of the report. I respectfully direct your particular attention to these matters.

I again express to the commission my appreciation and that of the members of the staff for the loyal support of the commission throughout the year. I also express my own full appreciation to the members of the staff for their fine cooperation. Their enthusiasm, loyalty, and interest have made possible another successful year in this department.

Respectfully submitted



Personnel Director and Secretary

SAN FRANCISCO HOST TO THE CIVIL SERVICE ASSEMBLY OF THE UNITED STATES AND CANADA:

In October 1939 it was the privilege of the Civil Service Commission, on behalf of the City and County of San Francisco, to entertain nearly 300 delegates from all over the United States at the thirty-first annual convention of the Civil Service Assembly of the United States and Canada. Addresses of welcome to the delegates were delivered by President Maxwell of the Civil Service Commission, by Mrs. Warner Clark, the State President of the League of Women Voters, and by Mayor Rossi. Mayor Rossi also generously made available many facilities which made the visit of the delegates more comfortable and enjoyable.

The Western Regional Conference of the Civil Service Assembly was held at the same time but was limited to one evening meeting to elect officers for the ensuing year and to transact other necessary business.

The proceedings of the Civil Service Assembly extended over a period of four days and were interesting and instructive to all those in attendance. Many nationally recognized leaders in the field of public personnel administration addressed the convention and the problems of public personnel administration were studied and explored. Although the attendance was somewhat smaller than that of some other recent meetings of the Assembly, we are sure the delegates enjoyed the hospitality of our city. We hope that it will not be long before the Assembly returns to San Francisco.

Section 1. PERSONNEL AND ORGANIZATION OF THE COMMISSION AND STAFF

EXHIBIT No. 1

MEMBERS OF THE COMMISSION

1900 to 1940

Commissioner	Appointed	Term Expired
J. Richard Freund	1- 8-1900	1- 5-1902*
John E. Quinn	1- 8-1900	1- 7-1902
P. H. McCarthy	1- 8-1900	1- 7-1903
Chas. A. Murdock	1- 6-1902	1- 7-1903
Louis J. Ohnimus	1- 8-1902	1- 7-1903**
Jos. R. R. Mershon	1- 8-1903	4-29-1903**
Geo. H. Bahrs	5-20-1903	1- 7-1909
	1-31-1910	1- 7-1912
John W. Rogers	1- 8-1903	12-15-1905
Chas. J. Williams	1- 8-1904	1- 7-1906
Edward F. Moran	12-18-1905	1- 7-1908
Richard Cornelius	1- 8-1906	1- 7-1910
Matthew I. Brady	1-18-1908	1-31-1910
	1- 8-1913	1- 7-1915**
Sheldon G. Kellogg	1- 8-1909	1-31-1910
Frank C. McDonald	1- 8-1910	1- 3-1912**
Chas. M. Leavy	1-31-1910	8-26-1910*
B. B. Rosenthal	9-26-1910	7- 1-1917
Earle A. Walcott	1- 8-1912	1- 3-1931*
Harry E. Michael	1- 6-1912	1- 7-1913
John J. O'Toole	1- 8-1915	1- 4-1926**
George A. Tracey	7- 1-1917	12-18-1923*
John F. Davis	1- 8-1924	6-30-1929
Hugh McKevitt	1- 4-1926	1-27-1931**
Wm. P. McCabe	7-20-1929	6-30-1935
Lewis F. Byington	1- 3-1931	1- 7-1932
Howard M. McKinley	1-27-1931	
Harry K. Wolff	1- 8-1932	
Milton S. Maxwell	7- 1-1935	

*Died

**Resigned

EXHIBIT No. 2

EXECUTIVE OFFICERS OF THE COMMISSION

1900 to 1940

Name	Title	Appointed	Appointment Terminated
Edward F. Moran	Secretary and Chief Examiner	January 1, 1900	December 18, 1905**
Aaron H. Powers	Secretary and Chief Examiner	December 18, 1905	December 31, 1907**
James J. Maher	Secretary and Chief Examiner	January 13, 1908	December 1, 1938***
William L. Henderson	Personnel Director and Secretary	December 1, 1938	

**Resigned

***Retired

CIVIL SERVICE COMMISSION

Three Members, Appointed by the Mayor

PERSONNEL DIRECTOR & SECRETARY

Assistant to the Secretary

Assistant Personnel Director

PERSONNEL DIVISION**Supervisor of Wage Scales & Classifications**

- 2 Personnel Assistants
- 1 Head Clerk
- 1 General Clerk
- 2 General Clerk Stenographers
- 2 General Clerk Typists
- 1 Office Assistant
- Temporary Help as Needed

Functions

- 1 Classification, Pay, Organization Studies and Departmental Audits
- 2 Contract Wage Scales
- 3 Examination Announcements
- 4 Information Desk
- 5 Certifications, Authorizations
- 6 Personnel Records, files and Statistics
- 7 Commission's Accounts
- 8 Supplies

EXAMINING DIVISION**Supervisor of Examinations**

- 3 Civil Service Examiners
- 2 Personnel Assistants
- 1 General Clerk Typist
- Temporary Help as Needed

Functions

- 1 Preparation, Administration & Scoring of Examinations
- 2 Preparation of Eligible Lists
- 3 Supervision of Inspection of Examination Papers
- 4 Investigation of Protests on Examination Items
- 5 Research on Examination Procedures
- 6 Statistical Studies

PAYROLL AND SECRETARIAL DIVISION

- 1 Senior Clerk
- 1 General Clerk Typist
- 1 General Clerk Stenographer

Functions

- 1 Approval of Time Rolls
- 2 Preparation of Calendars
- 3 Minutes & Records of Commission Actions
- 4 Expense Control
- 5 Staff Conferences

PUBLIC RELATIONS**Functions**

- 1 Regular Conferences with
 - a. Departmental Personnel Workers
 - b. Employee Organization Representatives
- 2 Contacts with
 - a. Civic Clubs & Organizations
 - b. Schools & Colleges

Organization Chart as of June 30, 1940.

SECTION 2. MAJOR PROBLEMS.

Improved Status of Litigation:

In Section 5, we discuss the legal aspects of operations. We point out that a marked improvement has been brought about in the status of litigation in progress.

In our last annual report, we stated that the Commission had taken steps to cooperate more closely with the City Attorney in handling this litigation. During the year, this closer cooperation has been developed and many other steps have been taken to assure a more forceful handling of the litigation in which the Commission is engaged. A careful, intelligent, and aggressive attention to the defense of the Commission's decisions when these are attacked by self-serving individuals and groups is essential in order to protect fundamental principles and equities inherent in constructive public personnel administration.

More and more, the courts are being asked to review the acts and decisions of administrative boards and offices. For years, the courts all over the United States were guided in such cases by a decision of the Supreme Court of California rendered in 1915 in a case which involved the San Francisco Civil Service Commission and which held:

"Courts should let boards and officers work out their problems with as little judicial interference as possible. They may decide a particular question wrong—but it is their question. Such boards are vested with a high discretion and its abuse must appear very clearly before the courts will interfere."

Recently, however, the courts seem to have moved away from the policy expressed in that decision, which was accepted for so long, and are evidencing a willingness to rule on the propriety of acts of discretion of administrative boards and offices. Decisions of the courts are frequently applicable only to the particular party before the court, although the decision or act of the administrative board was of general and uniform application to an entire group. In this way, one individual seeks and obtains special consideration not available to the others.

For instance, in an examination held by this Commission several years ago, the subject of experience was rated competitively. This practice has since been discontinued because of its obvious defects. The examination announcement provided that all candidates must have had at least two years of experience in such duties and additional credits were allowed for experience in excess of the two year minimum. One of the candidates claimed in his application that he had had three years of experience in the skilled occupation for which the

examination was held. This candidate was admitted to the examination and secured standing on the list of eligibles. All applicants who lacked the two years of minimum experience in the performance of the skilled duties of the position for which the examination was held were rejected.

Subsequently, it was found that this particular applicant was not engaged in the skilled occupation for all of the three-year period which he claimed but that actually he was employed for eighteen months of that period in a semi-skilled or "handy-man" capacity and therefore lacked by six months the two years of experience required for admission to the examination. When the true facts regarding this man's experience were disclosed, the Commission removed his name from the list of eligibles. He brought suit to compel the Commission to restore his name to the list. In his testimony to the court, he stated that although employed in a semi-skilled capacity, he had performed some of the skilled duties of the occupation. The court ruled that he should be given credit as a skilled craftsman for one-third of the eighteen months period in question or six months on the theory that during this eighteen months period he had accumulated the equivalent of six months of first-class experience. The court ordered that this man's name be restored to the list but with a lower rank than he originally had. Through the operation of the judgment, this man was given credits and standing which had been denied other applicants.

Obviously, all candidates must be treated alike in appraising their qualifications. This uniformity cannot obtain if the courts undertake to appraise the qualifications of one or more candidates without regard to the qualifications of the other applicants in the examination or without regard to the standards against which these other applicants are measured by the personnel agency.

Too often the fundamental principles of equity in their broader application to an entire group are overlooked in the zeal to correct a presumed wrong to one of the group. Court decisions affecting civil service have a far-reaching and cumulative influence on public personnel administration. The time-tested maxim that administrative boards must be allowed to exercise their discretion unless its abuse is clearly shown is still sound and equitable law.

The Commission is gratified to report that the number of cases in progress has been reduced from twenty-four to fourteen; that only eleven new cases were filed during the fiscal year just closed as against sixteen filed in the preceding year; that several cases of long standing were finally concluded during the past year; and that judgment

was rendered in favor of the Commission in a much higher percentage of cases than in recent years. It is hoped and expected that the improvement in this phase of our operations will continue.

Chaotic Salary Administration:

Elsewhere, we report the adoption of salary standardization schedules for per diem employees, largely in the building trades crafts and in the metal trades crafts. These salary schedules, which are in accord with the wages paid in private employment in San Francisco, were adopted by ordinance of the Board of Supervisors after a comprehensive survey and report by the Civil Service Commission. The new schedules were made effective July 1, 1940. They apply to 1242 employees. The increase in annual payrolls amounted to \$184,253.

Provisions for salary standardization were first incorporated in our charter in 1924. Subsequently, on April 9, 1930, the Commission submitted to the Board of Supervisors proposed salary standardization schedules for all employments in the municipal service which were subject to salary standardization. When vigorous opposition developed from employee groups, the Board of Supervisors refused to adopt the schedules. In October 1931, the proposed schedules were re-referred by the Board of Supervisors to the Civil Service Commission for revision.

When the present charter became effective in 1932, these proposed schedules, although not enacted into law by the Board of Supervisors, were given effect by the provisions of the charter, reading as follows:

"Pending the adoption of salary standards as in this charter provided, the salary and wage rates for positions subject to such standardization shall be as recommended by the officer, board or commission having appointing power for such positions and fixed by the budget and annual salary ordinance; provided that any compensation paid as of January 1, 1931, to an incumbent who legally held a position in the city and county service at that time, shall not be reduced so long as such incumbent legally holds such position. No compensation shall be increased so as to exceed the salary or wage paid for similar services and of like character and for like service and working conditions in other city departments or in private employments, nor so as to exceed the rate fixed for such service or position in the proposed schedule of compensations issued by the civil service commission under date of April 9, 1930, except as such proposed schedule or compensation is amended as provided in this charter, or extended by the civil service commission to include classifications not included therein."

It was believed by some who participated in drafting the provisions quoted above that the limits on salary increases pending the adoption of salary standardization would serve as an incentive for the early adoption of standard salary schedules.

Because of the pressure of other work incident to installation of the new charter, the Commission found it impossible to undertake the investigations necessary to comply with the request of the Board of Supervisors of October 1931. Still later, it was found that the world-wide economic depression had so unsettled wage structures that no constructive recommendations could be made for stabilized and equitable municipal wage scales. As a consequence, the work of gathering data concerning wages paid in private employment and other governmental jurisdictions in California to serve as a basis for municipal salary recommendations was not undertaken on a comprehensive scale until 1937. At that time, the Commission appointed a committee of six citizens, representative of various groups and organizations, and two members of its staff to assist the Commission in formulating recommendations following the investigations carried on by the staff of the Commission. In February 1938, a report containing recommendations for wage scales for some 650 separate classes of employments in the municipal service was approved and forwarded to the Board of Supervisors. The schedules were incorporated in an ordinance which was adopted by the Board of Supervisors on February 14, 1939. Various tax-paying groups had opposed the adoption of these schedules contending that with the exception of the rates for per diem crafts, the proposed schedules were in excess of the rates being paid in private employment for comparable duties. These groups secured the required number of signatures for a referendum vote by the citizens on the ordinance. A special election was held on May 19, 1939 and the ordinance was disapproved and rejected by the people.

In the spring of 1940, the Board of Supervisors requested the Civil Service Commission to submit proposed salary schedules for crafts commonly paid on a per diem basis and for related employments. This action was taken in view of the attitude of the opponents of the previously reported schedules covering all employments when, during the campaign on the referendum, they had stated that in their opinion the rates recommended for the per diem crafts were proper. The City Attorney had previously advised that the Board of Supervisors were not required by charter to adopt salary standardization schedules for the complete service at one time but could legally adopt schedules for per diem employments provided schedules were also adopted for related classifications.

The Commission pursuant to the request of the Board of Supervisors recommended schedules for

all per diem employments, largely organized craftsmen, and for foremen, superintendents, and inspectors of such crafts. Again the same groups opposed the adoption of schedules for the foremen, superintendents, and inspectors of crafts. The City Attorney advised the Board of Supervisors that the question of what classifications are related to the per diem crafts was a matter for the Board to determine even though the Civil Service Commission indicated that the classes were related. The Board of Supervisors finally adopted an ordinance establishing schedules for the basic crafts only.

It will be remembered that pending the adoption of salary standardization schedules, wages may not be increased above the rate recommended for such service in the April 9, 1930 report. Therefore, the foremen, the superintendents, and inspectors of crafts, whose rates of pay are actually directly related to the rates paid to the craftsmen they supervise, may not be increased above the amount recommended in that report but employees in the basic crafts must be paid at the wage fixed for that craft in the ordinance adopted this spring by the Board of Supervisors. Under these provisions, carpenters must be paid \$10 per day. Likewise, under the same provisions, foremen carpenters may not be paid more than \$10 per day, exactly the same wage that must be paid to men whose work they direct because that rate was fixed in the 1930 report for foremen carpenters. Naturally such inequalities do not improve morale and esprit de corps.

The present conditions create other inconsistencies. The schedules for classes included in the 1930 report were based on wage scales then prevailing in private employment. Many new classes of employment have been added since the 1930 report was made and consequently rates for these classifications were not included therein. For these classifications, the rates that govern are based on wages currently prevailing. In the main, current schedules in private employment are higher than those that prevailed in 1930. Therefore in some instances, municipal employees may be paid wages equal to wages presently prevailing in private employment while others are limited to the lower scales that prevailed in 1930. In a few such instances where the new class is directly related to a 1930 class, the Commission has revised the rate most recently recommended for the new class to conform to the rate fixed in the 1930 report for directly related classifications.

In addition to these legal restrictions, there is another element which has influenced salary administration and which has contributed to inequalities and inconsistencies. During the past few years, department heads, the Mayor, and the Board of Supervisors, in preparing and adopting the annual budgets, have used every effort to hold

controllable expenditures of the government to the lowest possible point consistent with the needs of the service in order to provide funds for demands and needs which are not controllable without undue hardship on taxpayers. This has served to prevent the adoption of any general or uniform plan of salary adjustment. For three years now, except in the Board of Education which is not subject to budgetary control by the Mayor and the Board of Supervisors, almost no salary increases have been budgeted. There are some instances where the supervisor or assistant supervisor of a unit or a division is actually receiving less pay than the subordinates he directs. In numerous instances, employees have been promoted to more important responsibilities with no increase in compensation.

There can be no question of the urgent need for a sympathetic study of these conditions and the development of an intelligent and sound salary administration in the San Francisco service. The effect of the present chaos on morale is incalculable.

Pseudo-Tests of Fitness for Promotion:

In the spring of the last fiscal year, a group of members of the Police and Fire Departments prepared a proposed amendment to the charter which would drastically change examination procedures insofar as promotion in those two departments is concerned. Due to a combination of circumstances, the Police Department proposal was not actually submitted to the Board of Supervisors for consideration but an amendment which would affect the Fire Department only was finally submitted by one member of the Board of Supervisors although not with the admitted endorsement of the Fire Department employee groups. The Board of Supervisors refused to submit the proposed amendment to the people when it was vigorously opposed by the Civil Service Commission. However, members of both departments have continued their efforts and as this report is printed, the Board of Supervisors have been prevailed upon to submit the proposed charter amendment to the voters at the November election. Because of its pernicious effect, we shall discuss it at length.

There is no phase of public personnel administration which more directly affects the vitality of the public service and therefore the interests of the community than the recruitment of employees for the higher and more important positions in the municipal service. Therefore, the improvement of examination techniques has been one of the most important aspects of our modernization program, which has been in progress for about three years.

These improvements consist of the establishment of higher standards of character, education, experience, physical fitness, etc. as a prerequisite for

admission to examinations. These higher standards are established for each examination in accordance with the duties and responsibilities of the particular positions. Higher minimum passing marks which must be attained in the examination to qualify for inclusion on lists of eligibles are being established. Since any examination represents at best a sampling of the knowledge of the candidates, improved reliability of the tests has been gained by increasing three- and sometimes four-fold the number of questions used in the examination. Areas and fields of knowledge covered in the tests have been broadened. Pseudo-tests of merit have been discontinued. Certain subjects which are necessarily a part of some examinations are now properly used as qualifying tests rather than rated competitively as was formerly the case. Oral tests, carefully safeguarded and administered by competent boards of examiners, which appraise the personality traits and characteristics and the general fitness of the candidates, are now a part of all examinations for positions involving extensive public contact or administrative or executive responsibility.

These improvements and many others which have been adopted during the past three years have been developed in the crucible of experience here in our local jurisdiction, and in progressive civil service jurisdictions throughout the United States. They have added immeasurably to the validity of examination results. A better qualified personnel is being brought into and promoted within the municipal service.

It has been the intention of the Commission to incorporate the improvements in the forthcoming promotive examinations in the Police and Fire Departments. The proposed amendment is specifically intended to prevent this. Its adoption by the people will be most unfortunate. It prohibits techniques which are essential to a sound examination program. It imposes other conditions which cannot be reconciled with sound principles and, in fact, are destructive of such principles.

The amendment requires that in all promotive examinations in the Police and Fire Departments the examination should be entirely of a written character and all questions asked or problems given in the examination shall pertain to matters concerning the duties of the members of the department for which the examination is held. The effects of this provision are (1) to prohibit tests of physical fitness in promotive examinations for the Police and Fire Departments, (2) to prohibit tests of general knowledge and intelligence in such examinations, and (3) to prohibit in such examinations tests of general fitness, leadership, and the ability to direct the work of others since these factors may only be appraised or measured in oral tests or practical demonstrations.

These are all essential parts of valid examinations and their elimination would weaken the entire recruitment program.

It is proper and necessary that reasonable standards of physical fitness should be established in the promotive ranks of the Police and Fire Departments, just as such standards must be maintained in the entrance examinations. That does not mean that the same standards will be set for a Captain of Police, for instance, as for rookie policemen. Obviously, it is not necessary that candidates in the examination for Captain of Police should be required to run 220 yards in 30 seconds as is the case in the examination for entrance to the Police Department nor that they be expected to do a high jump of 3 feet, 10 inches. It simply means that men in the Police and Fire Departments who submit themselves for promotion within the ranks must be organically sound and meet reasonable standards of physical fitness, such standards to be established in consideration of the normal age of such men. The citizens have the right to require that superior officers of the Police and Fire Departments be physically fit to perform their duties. The omission of such standards in promotive examinations is inexcusable.

The provision which prohibits the inclusion of tests of general knowledge and intelligence in promotive examinations in the Police and Fire Departments is also pernicious. The present charter provides that examinations shall be "related to matters fairly to test the relative capacity of the applicants for the positions to be filled". That is a sound and proper administrative provision but the proposed amendment will nullify it. There is for every class of employment a body of general knowledge which, while not directly a part of the knowledge required for the performance of the duties of the position in question, is related or allied thereto. An employee who possesses this allied knowledge is more valuable than one whose knowledge is confined strictly to the particular field of knowledge within the range of his duties. Under the amendment, we could, for instance, ask a member of the Fire Department if gasoline is combustible because that deals directly with the duties of the position, but we could not go over the line into the field of general knowledge and intelligence and ask him what ingredients or elements or combinations of these make gasoline combustible. Certainly it cannot be argued that an employee's efficiency is guaranteed or improved by an absence of general knowledge and intelligence, or by restricting his field of knowledge to those particulars which pertain exclusively to the performance of his duties. Furthermore, such a provision will open the door to litigation because the courts will be asked to determine whether a particular question deals strictly with the duties of

the position or whether it is outside that scope and in the field of general knowledge and intelligence.

As to the third prohibition referred to above, it cannot be denied that leadership and the ability to direct the work of subordinates are important and necessary qualifications for the proper performance of the duties of a superior officer in either the Police or Fire Department. As a matter of fact, they probably are the most important part of his responsibilities; yet never in the history of civil service in San Francisco has even an attempt been made to test candidates in these subjects in promotional examinations in the Police and Fire Departments. We have examined these candidates, for instance, on their knowledge of the location of public buildings and streets, which certainly is of no significance in the case of men who have long served in the Police or Fire Department and therefore possess that information as a matter of course. But never has an effort been made to determine whether they know how to direct the work of subordinates or whether they possess leadership ability. No written tests have yet been devised to measure or appraise these abilities. The only way it can be done is by oral interviews, honestly conducted by competent boards of examiners. Every modern civil service jurisdiction in the United States, without exception, uses oral tests in promotional examinations for this purpose. In order to correct a fundamental defect in our examination procedure, oral tests must be used in examinations in the Police and Fire Departments.

Finally, there is a provision which requires that seniority of service be weighted at 15% of the entire examination. In the police survey made several years back, it was found that it required about twenty years to advance to the rank of lieutenant. This was the result and effect of unusually heavy weighting of seniority of service in the examinations. It was such a heavy factor in promotional examinations in both the Police and Fire Departments that it had become to a very large degree the controlling factor. A man might write a fine written examination but, lacking seniority of service, he could not expect to place high enough on the list of eligibles to be reached for appointment or even to secure standing on the list. The man with long years of service behind him had such a big advantage in the examination that he could write a very poor examination paper and still place high enough on the list to assure himself a promotion. Unquestionably many applicants of superior qualifications were restrained from seeking careers in the Police and Fire service because of the long years that must be spent in the de-

partment to gain seniority before it was possible to compete for promotion. More important still is the effect that such a condition produces on the men who do enter the service. The eagerness and ambition which they bring into the service are stifled by the knowledge that mere years of service, not unusual merit or outstanding service, are the dominant factor in promotion.

Faithful service over long years in a subordinate position does not of itself qualify one for promotion to a more responsible position.

The badge of seniority is not always a certificate of superior merit. It may be only the emblem of conformity or even of mediocrity.

In 1937, following the police survey, the Board of Supervisors endorsed and submitted to the people a charter amendment which was designed to carry into effect certain reorganizations of the Police Department. This charter amendment was approved by the voters. It limited seniority of service credits to 5% of the total examination. That was a step forward. To raise credits for seniority to 15% would be most unfortunate and would undo much of the benefit that will otherwise derive from the Commission's improved examination program. It would make mandatory and permanent the continuation of a system of examinations which has been discredited.

Naturally, employees have the same right to petition the Board of Supervisors that any citizen has. But the interests and the desires of persons who seek promotion through civil service examination should not be the compelling consideration in legislation to govern such examinations. A sound administration of a civil service system must place the best interests of the community above the wishes of the beneficiaries of the system. The best interests of the service and the community require that examinations conform to sound principles. The entire service is devitalized and demoralized when improper standards and imperfect methods are used to establish or measure fitness. The proposed amendment will establish pseudo-tests of fitness for promotion in the Police and Fire Departments.

The Commission is using its very best efforts to improve its examination program so that the most competent persons will be brought into and promoted within the service. Our only aim is the benefit that will come to the community as a whole. It is most unfortunate that a group of employees would seek to impose conditions which are so obviously subversive of the general interest. It is to be hoped that the charter amendment will be decisively rejected.

Section 3. THE EXAMINING DIVISION.

Louis A. Landreville, in charge.

The Commission's program of modernization and improvement of examination procedures has continued during the fiscal year.

Examination Announcements and Their Effect on Validity of Results:

The construction of valid examinations begins with the preparation of the examination announcement, which establishes the general conditions to govern the conduct of the examination and defines the subjects and the scope of the examination, as well as specifying the weight of each subject in relation to the whole examination. It likewise establishes the minimum qualifications as to age, physical standards, education, experience, etc., that an applicant must possess to be admitted to the examination. These are all factors which have a most important bearing on the validity of the results of the examination.

Formerly the examination for General Clerk, Stenographer, and Typist positions consisted in large part of questions designed to test the applicant's knowledge of the San Francisco charter. This part of the examination was heavily weighted, that is, a very substantial portion of the total credits obtainable in the examination was allocated to the subject dealing with knowledge of the charter. It is apparent that tests on the knowledge of charter provisions are not the best measure of an applicant's ability to perform clerical duties or to do typing or stenography. Under the former type of examination the persons who ranked highest on the list of eligibles were usually those who knew most about the charter. They had demonstrated a superior knowledge of the charter, but that, of course, was no assurance that they were competent Clerks, Stenographers or Typists.

In recent years tests of knowledge of the charter have been discontinued in these examinations. Clerical aptitude tests and tests of general knowledge and intelligence have been substituted. Persons who pass the new examinations have demonstrated their superiority in tests which are a valid measure of ability to perform the duties of the positions. Tests of general knowledge and intelligence assure superior intelligence. Such persons who also possess clerical and specific ability quickly familiarize themselves with charter provisions that are pertinent to the performance of their duties.

Likewise it was found that in examinations for Janitors, so much material was included concerning arithmetic, word knowledge, grammar, etc., that high school graduates who had no experience whatsoever as Janitors were able to obtain higher

grades in the examination than men who lacked the high school education but who had years of service and experience as Janitors. Frequently men of superior education and ability took the examinations for Janitor and accepted such appointments until better opportunities were available. This brought about high turn-over of personnel and lack of efficiency because these men were not really qualified as Janitors even though they had passed the examination. A result tragic to men whose experience had been in that field and who were earnestly seeking such employment opportunities and who were really qualified was that the "interlopers" won higher ratings in the examinations and were appointed to the jobs because the examination was not a valid test of the ability and the knowledge required for the performance of the duties of Janitor. The new examinations now largely contain questions on the knowledge of the duties of a Janitor. High school graduates cannot pass the examinations unless they have the specific knowledge and experience that a Janitor must possess to properly perform his duties.

Distribution of Examination Announcements:

After the examination announcement is approved by the Commission, the examination is advertised in the official newspaper of the City and County, and notices concerning the examination are sent to every organization and group which might be interested. Persons who have filed requests for information concerning their particular examination are mailed a notice that the examination is about to be held.

Review of Applications:

Following the final date for receipt of applications as fixed in the examination announcement, all applications that have been filed are carefully examined and reviewed. Each one is checked against the minimum requirements established in the examination announcement. Those not in accordance with these requirements are rejected, and the person who filed the rejected application is notified of his rejection and the reason therefor.

He then has an opportunity to discuss the matter of his rejection with the examining staff, and if he can produce evidence that his qualifications as set forth in his application have been misinterpreted and that he actually possesses the minimum qualifications, he is allowed to participate in the examination. If he is unable to show that he does possess the minimum requirements, he may appeal to the Civil Service Commission for a re-

view of the decision of the staff. He may not, however, at that time add to or supplement his application.

Those who file questionable applications are asked to come in and clarify the questionable items.

Finally, those whose applications are accepted are notified when and where to appear for the examination. Some examinations may include physical tests, athletic tests, written examinations, practical tests, and oral tests, and may extend over a period of several weeks. Physical tests and athletic tests are now used as qualifying tests, and all applicants must meet pre-determined standards or they are disqualified from further participation in the examination.

The Written Test:

When the written test is held, each applicant is furnished a large envelope folder, a booklet containing several hundred questions and problems, a separate sheet on which he will record his answers, and a small folder on which he writes his name and address. He first writes his name and address on the small folder, seals it and places it in the large folder. He then starts work on the examination, recording his answers to the questions contained in the booklet on the answer sheet.

Concealment of Identity of Participants:

When he has finished, he places the question booklet and his answer sheet in the large folder with the small sealed folder on which he has written his name and address. The large folder is collected by a monitor and delivered to the Supervisor of Examinations. All the large folders are shuffled and a serial number affixed to the sealed identification folder and a duplicate of the number affixed to the corresponding answer sheet. The identification folders are then placed in a safe and are not opened until the rating of the examination papers is completed and a passing mark is set by the Commission. Until that time the answer sheets of all the applicants in the examination are identified only by a serial number.

Inspection of Questions and Tentative Key Answers:

For a period of several days following the examination, copies of the examination questions and tentative key answers are on display in the offices of the Commission for inspection by the candidates in the examination. They may not, of course, at this time examine their own answers. During the key answer inspection period, candidates are invited to criticize any questions or any tentative key answer which in their opinion is improper, not pertinent to the subject of the examination, con-

flicting or ambiguous, or otherwise undesirable. These criticisms are investigated, and after careful consideration the Commission takes what action seems just. The Commission may order the question eliminated from the examination or may allow or deny the protest. This decision is made before the examination papers have been rated.

Rating Examinations:

After the close of the key answer inspection period, the papers are rated in accordance with the key answer approved by the Commission. In large examinations this rating is done by electrical machines. An examination which formerly might require the equivalent of twenty man days of labor to rate can be finished in one day by one man with this machine.

Establishment of Minimum Passing Mark:

When the examination has been rated but before the identification sheets have been opened, the Commission decides how many persons are to qualify in the examination. This decision is based on how many persons would normally be required to supply the needs of the service. Then the Commission sets a minimum passing mark which will qualify the number of candidates desired. All those who attained this minimum passing mark are qualified insofar as the written examination is concerned. All those who failed to attain this minimum passing mark are deemed disqualified.

Opening Identification Folders:

If there is no oral or further part in the examination, the identification folders of all the candidates are opened and matched up with the corresponding answer sheets and the participants notified of their rank on the list if they qualified, or that they failed to attain the minimum passing mark, as the case may be. Thereafter all participants may, for a period of two weeks, examine their papers and check the grades given them to satisfy themselves that their papers are correctly rated. If there is an oral part or some further part of the examination yet to be held, the identification folders of all those who failed to attain the passing mark are opened and these unsuccessful candidates notified of their failure. At this point they have the privilege of inspecting their papers and grades if they desire. The identification folders of all the remaining candidates remain sealed. Having excluded from the list all candidates who failed to attain the minimum passing mark, the remaining candidates are sent a notice when and where to appear for the oral test.

The Oral Test:

When the candidate appears for the oral test, no one knows, not even the examiners, what grade he

made in the written test. All that is known is that he was not among those who failed to make the minimum passing mark, and therefore is one of the candidates who did attain the passing mark. He might have secured the highest mark in the written test or the lowest mark among all the successful candidates.

The oral test consists of a long series of searching questions by a competent board of special examiners, designed to bring out certain characteristic traits and other factors such as appearance, bearing, poise, and manner; penetration and powers of comprehension; address, thought and speech; education; training and experience; general fitness; leadership; and ability to direct the work of subordinates. Each of the special examiners independently marks the candidates in each of the factors that are to be considered in the oral tests.

When all the oral tests are completed, the grades received in the oral tests are averaged and totaled. The identification folders which identify the written papers of the participants are then opened and the oral grades added to the grades received in the written test. On the basis of this combined score a tentative list of eligibles, arranged in order of relative excellence, is prepared and posted in the office of the Commission.

Public Inspection:

Thereafter for a period of two weeks all candidates may examine their papers and the marks they received. Any citizen also may examine the papers of any participant, or any participant may examine the papers of any other candidate in the examination upon payment of a fee of \$1. After this inspection period, during which the tentative list remains posted for public inspection, the Commission adopts a final list of eligibles after ruling

on any protests that may have been received during the inspection period.

Seniority:

The entire examining procedure is designed to protect the integrity of the examination and to assure each candidate and participant absolute fairness. The contents of the examination are designed to be a valid test of relative competence and merit. It has been pointed out in Section 2 of this report that long years of walking a beat do not necessarily qualify a policeman for promotion to the rank of sergeant. Nor does the ability to memorize the contents of the Police Department Book of Rules qualify a sergeant for promotion to the rank of lieutenant.

Exchange of Material:

The Commission's examination program during the past year was rather light, and opportunity was thereby gained to increase substantially our reservoir of examination material. Arrangements with several new jurisdictions were completed for exchange of material. These cooperative arrangements with other jurisdictions are most helpful and worthwhile.

Item Analysis:

It is hoped that more extensive analysis of questions and items included in an examination may be undertaken during the coming year. This will assist in further improving the validity of examinations. The ability to make these extensive analyses, however, will depend in a large measure on a development of electrical equipment for such work. Summaries and analyses of examinations completed during the fiscal year 1939-40 and still in progress at the close of the fiscal year are found in Exhibits 9 to 18 inclusive.

Section 4. THE PERSONNEL DIVISION.

(Mrs.) Kathleen Dolen, in charge.

There are four new developments in the work of the Personnel Division which are worthy of particular note:

More Intensive Auditing of Duties and Assignments of Employees:

The first of these is the program of more intensive auditing of duties and assignments of employees which has been undertaken by the Commission. In Section 2 of this report, the importance of the proper classification of positions has been discussed at length. There is no need of going into details here as to the needs for a stricter control of assignments. In one investigation, we found that the Department of Public Health had assigned 25 porters and orderlies to duties completely outside the scope of those classifications. These 25 porters and orderlies were performing the duties of clerks, chauffeurs, watchmen, gardeners, and so on. This particular investigation arose as the result of a protest of eligibles on clerical lists. Following an investigation and discussion with the authorities in the Department of Public Health, the Commission ordered these 25 employees reassigned to their proper duties as vacancies occur. To date about half of the employees in question have been reassigned.

Altogether, the duties of 635 positions were audited during the fiscal year. Of these, 191 positions were reallocated to conform to the duties of the positions; 46 class specifications were amended or retitled; 15 classifications were abolished and 23 new classes were established; 30 requests for reclassification were denied by the Commission; and in audits of the departments, 263 investigations were made which indicated that the positions were correctly classified. For the details of these investigations, see Exhibit 19. It is planned to continue this program of more intensive auditing and checking of assignments in order that the integrity of the classification plan may be more completely maintained.

New Classification Booklet:

We completed during the fiscal year the preparation and printing of a new classification booklet. In addition to the class specifications and salary schedules proposed or established for the various classes, the booklet also contains a complete synopsis of proceedings in connection with the classification of duties and positions, and a synopsis of proceedings in connection with salary administration beginning in 1924, when a charter amendment was adopted, calling for the standardization

of municipal compensations. Incorporated in the classification booklet is a copy of the salary standardization ordinance adopted on April 4, 1940, establishing salary standardization schedules for per diem crafts. A brief statement of the present status of salary administration in the municipal service is also included, together with a full explanation of the status of the rate recommended or established for each classification. This latter feature of the booklet is particularly worthwhile because of the complicated laws governing salary administration at the present time. This is discussed at greater length in Section 2 of this report. We also included in the classification booklet the charter provisions which govern civil service administration in the San Francisco service.

Personnel Statistics:

During the year we arranged with the Purchaser of Supplies for the use on a contractual basis of tabulating equipment for personnel statistical analyses. The cost of this service, after the statistical cards were coded and punched, is \$25 per month. For this very modest amount, we have available the means for a complete analysis of personnel statistics. Some very interesting tables and charts are reproduced in Section 6 of this report. The exhibits are numbered 27 to 33 inclusive.

Salary Standardization:

We have already referred briefly to the fact that salary standardization schedules have been adopted and put into effect for per diem employments, which are largely organized crafts in the building trades and metal trades industries. Although this is a step forward, there still remain many perplexing problems concerning salary administration. This matter is also discussed in Section 2 of this report.

Routine Operations:

The following brief statements deal with the more routine phases of operations and are supplemented by statistical summaries and charts in Section 6 of this report.

Number of Established Positions:

As of June 30, 1940, there were 13,303 permanent positions established in the municipal service, exclusive of members of boards and commissions. Of these 4,091 are in the unclassified service and 9,212 are included in the classified service. Of the positions in the classified service, 8,723 are subject to civil service and 6,837 are subject to salary

standardization. Of course, it should be understood that some employments are subject to both civil service and salary standardization while others are subject to civil service and exempt from salary standardization and still others are subject to salary standardization and exempt from civil service. For an analysis of the employments established in the municipal service, see Exhibit No. 7. For a tabulation of the members of boards and commissions, see Exhibit No. 8.

New Appointments:

In Exhibit No. 20, we set forth the number of permanent and temporary certifications during the fiscal year by departments. Again we call attention to the fact that the number of appointments is in excess of the number of separations because, under our system of recording transactions, if for instance a captain of police leaves the service, it will involve separate appointments to the rank of captain, lieutenant, sergeant, and patrolman, but only one separation is recorded.

Emergency Appointments:

Emergency appointments totaling 1,401 were authorized by the Civil Service Commission during the year in the absence of available civil service eligibles. In 220 of these instances, no list of eligibles was available and in 1,181 instances, lists were in existence but no eligibles thereon were willing to accept appointment or not sufficient eligibles were on the list to supply the needs of the service. In by far the greater number of cases, the service was of a temporary nature. Of the total emergency appointments authorized, 10 were terminated within three days, 61 within seven days, 132 within thirty days, and 1,198 within ninety days. Most of these emergency appointments were authorized in four classes of employment, namely, playground director for substitute employment paying 65¢ per hour, in the classes of porter and orderly, largely for temporary work, and in the class of registered nurse for both temporary and permanent employment. The Commission has experienced difficulty in maintaining lists of eligibles for these three latter classifications. There is a high turn-over in all three classes, particularly in the classes of orderly and porter. At one time, we had three separate lists of eligibles in existence for the class of orderly and were still unable to supply the needs of the service.

Under our charter, emergency non-civil service appointments to civil service positions may only be made when civil service eligibles are not available and these may continue only until civil service eligibles are available and in no case to exceed ninety days in any fiscal year.

Tenure Investigations:

One of the abuses in civil service administration which developed under the former charter was the custom of requisitioning for temporary employees when the positions were actually of a permanent nature. The Commission had no power under the former charter to determine the tenure of a position and was required to certify in accordance with the requisition of the appointing officer. In some departments, it became the practice to requisition temporary employees in order not to have to appoint persons whose names stood higher on the list of eligibles but would only accept permanent appointment. Subsequently, these persons who accepted the temporary appointments but were low on the list brought suit to establish their rights to permanent positions and the courts held that, having served six months in the positions, they had acquired permanent tenure even though they were serving under temporary appointments. The present charter charges the Civil Service Commission with the duty of determining whether the position is in fact temporary, or seasonal, or permanent so that a certification in accordance with the facts may be made, thereby protecting the rights of eligibles on the list and preventing abuses of civil service in the discharge of this duty.

The Commission makes an investigation of the circumstances in connection with each temporary position which continues for more than five months. During the past fiscal year, we made 444 such investigations and as a result 74 positions were ordered filled under permanent appointment and 370 were ordered filled as new temporary appointments. See Exhibit 21 for an analysis of these investigations.

Transfers:

The charter of the City and County of San Francisco provides that the Civil Service Commission shall make rules governing transfer of employees from one department to another department. During the year, under the rule of the Commission, 32 employees were transferred from one position to another of the same classification.

Our charter also provides for disability transfers. Under this charter provision, any employee other than a member of the Police and Fire Department who has served not less than three years and has become incapable through age, accident, or other disability, may with the consent of the appointing officer be transferred by the Commission to a position within his capacity, whether or not within the class for which he qualified for employment but such position shall be one having a lesser compensation than the position from which he was transferred and his compensation may not thereafter be increased. Under this provision of

the charter, eight employees were transferred to different positions and different classifications, the duties of which they could perform. For several years, the Commission has wanted to make a thorough survey of the service to locate positions which can be filled satisfactorily by disabled employees. It is believed that such a survey will unearth a number of such positions and that by having available positions to which disabled employees may be transferred, the service will be benefited. However, the pressure of other work has prevented our undertaking this survey.

Leaves of Absence:

In Exhibit 22, we show the number of leaves of absence by kinds of leaves that were granted during the fiscal year. With the speed-up in tempo of the preparedness and rearmament program, the number of military leaves increased and no doubt new problems will necessitate new legislation.

Payrolls:

All payrolls for personal service must be submitted to the Civil Service Commission for check and approval before presentation to the Controller for auditing and before payment by the Treasurer. The Commission not only checks the legality of the appointment and the establishment of the position and the compensation but it also checks and maintains records of paid and unpaid leaves of absence, of vacations, of overtime worked, and time off in lieu thereof.

Sixteen hundred and eighty payroll items were disapproved, 932 of these because of failure to comply with the rules of the Commission regarding the prior submission of requests for leaves of absence, 171 items because of failure of appointing officers to secure additional allotment of funds when temporary appointments exceed the original tenure stated on the requisition; 234 items were disapproved because of failure of the appointing officer to submit the proper requisition for the appointment; the balance were for various reasons such as failure to report overtime, irregular lay-offs, etc. All but 14 of the items disapproved were subsequently released upon compliance with rules and regulations of the Commission.

Suspensions:

Appointing officers reported to the Commission during the year a total of 707 suspensions. Periods of suspension varied from one to thirty days ex-

cept in the case of a few suspensions in the Police and Fire Departments which ran up to a period of ninety days. Nearly 600 of these suspensions occurred in the railway service where very strict rules governing prompt reporting for duty are in effect. These suspensions were mainly for failure to report for duty on time.

Separations:

In Exhibits 23 to 26 inclusive, we show analyses of the separations from the service that occurred during the fiscal year by departments and by reasons. Only one employee who was dismissed during the year appealed to the Civil Service Commission for a review of the action of the appointing officer. The appeal of the employee was denied by the Civil Service Commission. This is the third successive year during which the Commission has sustained the appointing officer in every appeal from dismissal.

Probationary Appointments:

We called attention last year to the fact that only five appointing officers terminated probationary appointments during that fiscal year. Again we desire to point out that the probationary period is established in our charter as a part of the selective process. It really represents a trial period during which the appointing officer may observe the work, conduct, and attitude of the probationer and, if he finds him deficient or unsatisfactory, he has full authority to terminate the appointment and the probationer has no right of appeal to the Civil Service Commission. The Commission may examine into the circumstances and determine whether to return the name of the probationer to the list of eligibles for appointment to other departments or to remove his name entirely from the list of eligibles. This is adequate protection to the employee and also affords a freedom of decision and discretion for the appointing officer, which is proper and wise. Appointing officers should use the probationary period for the purpose for which it was designed. It stands to reason that our examination techniques are not so nearly perfect that practically all of the persons who pass examinations and secure standing on lists of eligibles are competent and qualified. The use of the probationary period by appointing officers will tend to protect the service from persons who can pass the examinations but cannot perform the duties when placed on the job.

Section 5. LEGAL ASPECTS OF OPERATIONS

Litigation

In our last annual report, we listed twenty-four legal actions in progress or still open as of June 30, 1939 in which the Commission was a party at interest. During the fiscal year 1939-40, fifteen of these actions were concluded. In the same period, eleven new actions were commenced. Four of these were concluded during the year. As of June 30, 1940, sixteen actions were in progress or still open. Subsequently two of these were concluded leaving only fourteen cases still open at the time this report is published.

The Commission has been much concerned at the steadily increasing litigation during recent years. It was realized, too, that adverse decisions were seriously impairing fundamental principles of merit system administration, as well as inviting more litigation.

Most civil service litigation is extremely complex and ramifications extend far beyond the scope of the particular matter in litigation. Therefore, the facts and the evidence must be patiently assembled and correlated, and carefully presented during the course of the trial. The equities must be considered in the light of a full understanding of the laws governing merit system principles and administration. For these reasons, it is desirable that the attorney representing the Commission and the judge before whom the case is tried have not only a full knowledge of the facts and the law involved in the particular case at issue but a comprehensive understanding of merit system principles and administration as well.

Fortunately, the City Attorney, who, under our charter, must represent the Civil Service Commission in all litigation, was for several years a member of the Commission and therefore understands these problems. He agreed during the year to assign one deputy to all civil service matters so that that man would ultimately come to have a fuller understanding of the entire problem. Later, at the suggestion of the civil service committee of the Grand Jury, the presiding judge of the Superior Court agreed to assign all civil service cases to two departments of the Superior Court.

The Commission is much gratified by the marked improvement that has occurred during the fiscal year 1939-40 in the status of the litigation. The determination and patience with which the City Attorney's office has conducted these cases have, together with other contributing factors, resulted in a higher percentage of cases in which the Commission's action was upheld than obtained in years past. Furthermore, several cases of long standing, among them one which was originally filed in 1935 and several that were filed in 1938, were brought

to a conclusion. Moreover, there has been a net reduction of ten cases in about fifteen months.

The Civil Service Commission desires to express its appreciation to City Attorney John J. O'Toole, Chief Deputy City Attorney Walter Dold, and Deputy City Attorney Norman Sanford Wolff, who handled much of the litigation, for their effective cooperation during the past year.

Cases in progress on June 30, 1940 which were filed prior to July 1, 1939

1. *Winblad vs. Civil Service Commission*—originally filed May 31, 1938

The plaintiff in this case resigned from his position, which, under civil service rule, constitutes final separation from the service. He subsequently sought reinstatement, claiming that his resignation was submitted while he was of unsound mind. This case has not yet been brought to trial.

2. *Diamond vs. Civil Service Commission*—originally filed April 25, 1938

The name of the plaintiff was removed by the Civil Service Commission from a list of eligibles on which he had status, because investigation showed that he lacked the one year of residence in the City and County of San Francisco which is a requirement established by charter. This case has not yet been brought to trial.

3. *Egan et al. vs. Civil Service Commission*—originally filed December 30, 1938

A group of employees with permanent tenure in the class of General Clerk were laid off in the Assessor's office when mechanical equipment and machinery were installed to do the work formerly done by the General Clerks. Performance of the new duties required a thorough knowledge of the operation of certain machines and the performance of these new duties fell within the scope of a different civil service class. The employees concerned claimed the right of employment in the new positions. The trial was commenced on February 9, 1940, but has not yet been completed.

4. *Doyle vs. Civil Service Commission*—originally filed December 28, 1938

This employee had served under several successive temporary appointments none of which, under the rule of the Civil Service Commission, could extend beyond five months. She claimed that because her total service had exceeded six months in the position, she had completed the probationary period required by charter and contended that she had thereby acquired permanent tenure in the position. This position had been declared temporary by the Civil Service Commission and, under the charter, an employee may not acquire permanent tenure except through service in a position

declared permanent by the Civil Service Commission. Judgment was rendered for the plaintiff on January 31, 1940. Appeal was taken by the Civil Service Commission. (See *Kavaney vs. Civil Service Commission* below.)

5. *Villain vs. Civil Service Commission—originally filed January 20, 1939*

This case involves the same points as the Doyle case referred to above. In this case, persons higher on the list who would have been appointed to the positions had they been filled by permanent appointment entered the case as interveners in support of the Civil Service Commission. Judgment was rendered for the plaintiffs on October 9, 1939 and the Civil Service Commission has appealed the case. (See *Kavaney vs. Civil Service Commission* below.)

6. *Ballf vs. Civil Service Commission—originally filed October 1, 1938*

This plaintiff was on the eligible list for appointment to a position classified as General Clerk-Stenographer. His name stood at the top of the list of eligibles. At the same time, he was under permanent appointment in a position classified as General Clerk-Typist. Under the rule of the Civil Service Commission governing transfers, an employee may request transfer from one position to another of the same classification and such a person, when his request has been approved by the Civil Service Commission, has priority over the eligible list. In this instance, a person occupying a position of General Clerk-Stenographer in another department was transferred under the rule of the Civil Service Commission to the position of General Clerk-Stenographer in the office of the Board of Supervisors. The plaintiff protested the filling of the position by transfer, claiming that under the charter the Commission was required to certify the name of the person standing highest on the list of eligibles for appointment to the position and that the rule of the Civil Service Commission governing transfer was invalid. Judgment was rendered for the plaintiff in the Superior Court. The Civil Service Commission has appealed the decision.

7. *Dierksen vs. Civil Service Commission—originally filed May 9, 1939*

This plaintiff ranked No. 1 on a tentative list of eligibles. The No. 2 man on the list protested that the plaintiff lacked the residential requirements as set forth in the charter. An investigation by the Civil Service Commission showed that the protest was well founded and the plaintiff's name was ordered removed from the list of eligibles. The plaintiff thereupon brought suit to compel the

Civil Service Commission to reinstate his name on the list of eligibles. The Superior Court rendered judgment in favor of the Civil Service Commission on October 3, 1939. The plaintiff appealed the decision.

8. *Kavaney vs. Civil Service Commission—originally filed May 19, 1939*

This case involved the same point raised in the Doyle and Villain cases referred to above. No judgment had been rendered as of June 30, 1940. (Subsequently on August 19, 1940, the Superior Court rendered a judgment sustaining the Civil Service Commission and later a petition by the plaintiff for a new trial was denied.)

9. *Allen vs. McKinley—originally filed September 6, 1938*

The Commission announced an examination for Adjusters, Tax Collector's Office, which was opened to persons outside the municipal service who possessed certain minimum qualifications as to experience, and permitted also employees of certain designated clerical classifications in the Tax Collector's office to participate. Under the scope-circular as adopted by the Commission, these city employees were granted preferential credits in the examination. The employees objected to that provision of the examination announcement which permitted persons outside the city service to participate in the examination and filed suit to compel the Civil Service Commission to restrict the examination to those persons already in the municipal service. The Superior Court gave judgment to the plaintiffs. Appeal by the Civil Service Commission is now pending.

Cases in progress on June 30, 1940, which were filed during the fiscal year 1939-40

1. *Allin v. Civil Service Commission—filed July 5, 1939*

This plaintiff occupied a position under permanent civil service appointment as Hydraulic Engineer. It became necessary by reason of the completion of a project for the appointing officer to reduce by one the number of Hydraulic Engineers employed under his jurisdiction. Under the rule of the Civil Service Commission, lay-offs are made in inverse order of appointment and the Commission ruled that the plaintiff in this case, being the last man appointed, should be laid off first. The man retained in the service was employed in a different division of the department but under the same appointing officer as the plaintiff. The plaintiff brought suit to compel his reinstatement on the grounds that he had seniority in the particular division in which he was employed. The case has not yet been brought to trial. (See *Wolfe et al. vs. Civil Service Commission* below.)

2. *Viner vs. Civil Service Commission*—filed July 19, 1939

The plaintiff was appointed from a civil service list of eligibles in 1905 to a position of Janitor. Subsequently, under the rules of the Civil Service Commission then in effect, he was permitted to occupy without examination a position of Foreman Janitor. In 1932, the rules of the Civil Service Commission were changed to require promotive examinations in such instances. The plaintiff was permitted to continue in his position however. In 1939, a position in the class of Head Janitor (a higher classification than Foreman Janitor) became vacant and a promotional examination from the rank of Foreman Janitor was announced. The plaintiff participated in the examination and placed No. 3 on the list of eligibles. The No. 1 eligible was appointed to the position of Head Janitor. Plaintiff brought suit, contending that he had a right to be advanced to the position of Head Janitor without examination since he had that right at the time of his original appointment in 1905, and contending also that the No. 1 man had no right to participate in the examination because he had not been performing the duties of a Foreman Janitor although his position was so classified by the Civil Service Commission. The No. 1 eligible who had been appointed to the position intervened in the suit and judgment was rendered for the Civil Service Commission and intervener on February 16, 1940, by the Superior Court. A motion by plaintiff for a new trial was under submission on June 30, 1940. (*The motion for a new trial was subsequently denied.*)

3. *Lane vs. Cahill*—filed August 8, 1939

Plaintiff had acquired permanent status as a Blacksmith's Helper at \$7.08 per day under the Purchaser of Supplies and was subsequently laid off in a reduction in force. While under lay-off from his own department, he was, under the rules of the Civil Service Commission offered temporary employment under the Manager of Utilities. Under the Manager of Utilities, he was temporarily replacing an employee whose salary was \$8.00 per day and the salary for the position was established at that amount in the annual salary ordinance. Under the charter, no other person occupying that position could receive more than \$7.08 per day, which is the maximum salary for new employees and the maximum beyond which salaries may not be increased. The employee replaced by plaintiff was receiving \$8.00 per day on January 1, 1931 and, under the charter, his salary is protected and may not be reduced so long as he remains in the service. Plaintiff accepted appointment to the temporary position at \$7.08 per day and after several months of service and subsequent lay-off from the temporary employment brought suit to compel the city to pay him the difference between \$7.08 and

\$8.00 per day. The Superior Court rendered judgment for the defendant, holding that \$7.08 is the maximum which the plaintiff could receive under the charter. No appeal was taken and the judgment is now final.

4. *Wolfe et al. vs. Civil Service Commission*—filed August 9, 1939

Plaintiffs were employed as Carpenters under permanent appointment in a division of the Public Utilities Commission. Due to lack of work in another division of the Public Utilities Commission, it was necessary to reduce the number of Carpenters therein by two and as these two Carpenters had seniority over the plaintiffs, the Civil Service Commission ordered that the plaintiffs be laid off from their positions and replaced by the two employees whose positions had ceased by reason of lack of work. Plaintiffs brought suit on the grounds that they had seniority insofar as their own division of the Public Utilities Commission was concerned and that the employees of another division of the Public Utilities Commission could not be assigned to their positions. Under the rule of the Civil Service Commission, seniority of service is determined by service under an appointing officer and both divisions of the Utilities are under the Manager of Utilities, who acts as appointing officer for all divisions of the Public Utilities Commission. The Superior Court upheld the Civil Service Commission and rendered judgment to the defendants. No appeal was taken. The case is therefore now finally concluded.

5. *Deasy vs. Civil Service Commission*—filed August 14, 1939

This case is similar to the Doyle and Villain cases referred to above. Plaintiff claimed to have acquired permanent status in a position by reason of service for more than six months under temporary appointment. The plaintiff petitioned the court to declare him to have permanent status in the position. He likewise sought a restraining order prohibiting the Civil Service Commission from removing him from the position, pending a decision by the courts as to the first issue. The Superior Court refused to grant such an order but a decision as to his status has not yet been made. (*See Kavaney vs. Civil Service Commission above.*)

6. *Levy vs. Maxwell*—filed August 16, 1939

Plaintiff held a position in the Department of Public Works under civil service appointment, and in addition occupied a part-time teaching position in the evening in the public schools of the City of San Francisco. He had occupied both positions for many years. The Civil Service Commission adopted a rule which prevented full time civil service employees from holding other positions either in or out of the service. The plaintiff was accordingly advised that his employment with the

Board of Education was in violation of the civil service rule and that in the future the salary attached to his civil service position would be withheld until he relinquished the teaching position. Plaintiff thereupon took a leave of absence from the teaching position. Upon the expiration of his leave of absence, he resumed his teaching position and filed suit to compel the Civil Service Commission to approve the payroll attached to the teaching position. The City Attorney advised the Civil Service Commission informally that its rule could not be made retroactive so as to apply to the plaintiff since he had occupied both positions prior to the adoption of the rule. Thereupon, the Civil Service Commission approved the pay of the employee for his service as a teacher and the Superior Court granted the motion of the Civil Service Commission that the action be dismissed on the grounds that the question had become moot. This case is therefore finally concluded.

7. *Creed et al. vs. City and County of San Francisco*—filed October 21, 1939

Plaintiffs were Motormen and Conductors employed on the Municipal Railway under civil service status and had been so employed for more than one year. The charter provides that after one year's service employees shall be granted a vacation of two calendar weeks with pay annually as long as they remain in the service. The Manager of Utilities, under whose jurisdiction these employees were engaged, had promulgated a rule applying to platform men in the Municipal Railway, which denied such employees a vacation unless their annual earnings amounted to \$1440 or more. This ruling was contrary to the Civil Service Commission's rules as well as the charter. They having failed to earn \$1440, the Manager of Utilities denied the men the vacation to which they were entitled. The men brought suit to compel the Manager of Utilities to grant the vacations. The Superior Court rendered judgment for the plaintiffs. No appeal has as yet been taken although it is understood that the Manager of Utilities has requested such action.

8. *Crowley et al. vs. Civil Service Commission*—filed November 28, 1939

This is a tenure matter similar to the Doyle and Villain cases referred to above. Plaintiffs brought suit for declaratory relief. A demurrer by the Commission to the complaint on the grounds that the complaint failed to state a cause of action in that a writ of mandate is the proper remedy in the circumstances was upheld by the Superior Court on January 22, 1940. An amended action has been filed and further action is pending. (See *Kavaney vs. Civil Service Commission* above.)

9. *Butler vs. Toomey*—filed December 29, 1939

The charter of the City and County of San Francisco requires that persons employed by the

city must be residents of the City and County of San Francisco, must have been such residents for at least one year prior to appointment, and that such employees shall continue to be residents of the City and County of San Francisco. Plaintiff took a leave of absence from her civil service position, stating the reason to be personal business, went to Reno, Nevada, and filed suit for divorce. In her petition for divorce, she was required to state that she had established legal residence in the State of Nevada and intended to remain a resident of Nevada. When the divorce was granted, she returned to San Francisco and sought to resume her duties. She was not permitted to return to duty, pending a decision as to her residential qualifications. She filed suit to compel the appointing officer to permit her to resume her duties. No decision has been rendered in this case as yet.

10. *Reneau et al. vs. City and County of San Francisco*—filed February 8, 1940

Plaintiffs are Motormen and Conductors employed on the Municipal Railway and have been employed for more than one year. The Civil Service Commission has adopted a rule governing vacation under which one day's vacation is deducted for each month of absence during the year. Under this rule, plaintiffs were denied vacation of two full weeks but were allowed a vacation in proportion to the time they had actually worked during the year in accordance with the rule of the Commission. Plaintiffs brought suit to compel the city to allow them the full two weeks' vacation. The matter has not been brought to trial. (In the meantime, an ordinance has been adopted by the Board of Supervisors which substantially conforms to the present rule of the Civil Service Commission. It is believed that the ordinance of the Board of Supervisors will be upheld by the courts if it is challenged whereas the rule of the Civil Service Commission might be upset.)

11. *O'Conner vs. Civil Service Commission*—filed May 21, 1940

Plaintiffs are per diem employees of the City and County of San Francisco who are at times required to work more than eight hours in any one day or at irregular or unusual hours or on Sundays and holidays. An ordinance adopted in 1931, prior to the installation of the present charter, provided that in such circumstances employees should be compensated at double their usual rates of pay. This ordinance was held by the Civil Service Commission to be in conflict with terms of the present charter, which provides that the compensation of employees shall be determined and fixed in an annual salary ordinance adopted by the Board of Supervisors. Since the annual salary ordinance did not contain any such provision, the Civil Service Commission refused to approve the double

time rates. Shortly after this suit was filed, the Board of Supervisors adopted an amendment to the annual salary ordinance, providing for extra compensation for employees working in excess of eight hours per day or on Sundays and holidays and for irregular and emergency work, and the payrolls were approved by the Commission in accordance with this ordinance. This case has not yet been brought to trial and is now a moot question. For all practical purposes it is therefore finally disposed of.

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It might be of interest to cite briefly the issues involved in some of the more important litigation which was concluded during the current year and which is not included in the list above.

One of the more important cases had to do with the validity of the rule of the Commission governing the transfer of employees. In *Geraghty vs. Civil Service Commission*, the courts upheld the validity of the rule by the Commission under which employees whose requests for transfer from a position in one department to the same class of position in another department is approved by the Civil Service Commission have priority over persons on the eligible list for appointment to such positions. The judgment in this case is directly contrary to the Superior Court decision in *Ballf vs. Civil Service Commission*, referred to above, wherein the court ruled in favor of the plaintiff and against the Civil Service Commission. The circumstances in connection with the *Ballf* case are identical with those in the *Geraghty* case.

In another important suit, the courts have held that positions which are created by emergency ordinance of the Board of Supervisors are not legally established unless an actual emergency exists. In *Brown vs. Boyd*, the courts held that an emergency ordinance adopted by the Board of Supervisors creating positions for three Captains of Police in the San Francisco Police Department was invalid in that no actual emergency existed. Other reasons were given to sustain the action of the plaintiff, which resulted in terminating the appointment of these Captains.

The case of *Collins vs. Civil Service Commission* might have resulted very seriously for the Commission. These employees were originally appointed from a promotive list of Deputy Sheriffs. In allocating the positions occupied by these employees in 1930, which action was determined on the basis of the duties and responsibilities attached to the positions, the Commission allocated the positions held by the employees to the class of General Clerk. The employees brought suit to compel the Civil Service Commission to classify their position as Writ Servers, which is the title of the class in the new classification that corresponds to the now superseded class of Deputy

Sheriff. In the hearing, the employees concerned testified that they were actually engaged in serving writs. By oversight no testimony whatsoever was submitted to contradict these statements by the employees although, as a matter of fact, they were performing clerical duties and were not engaged in serving writs. The court, on the basis of the testimony presented, ruled that the positions should be classified as Writ Servers' positions in accordance with the Civil Service Commission's classification of duties. The Civil Service Commission requested the City Attorney to appeal the decision but after consideration of the evidence as submitted, the City Attorney advised the Commission that in his opinion the decision could not be reversed in the higher courts. In the judgment rendered, the court had held that the Civil Service Commission had no right to reallocate the positions from Deputy Sheriff to General Clerk. On the advice of the City Attorney, a stipulation was entered into with the attorneys for the plaintiffs which was subsequently approved by the court, under which this judgment was modified to hold that in this particular instance the Commission erred in reallocating the positions since the evidence showed they were actually performing the duties of Writ Servers. In this manner, the Commission sought to protect and preserve the full authority granted to it by charter to determine classifications.

City Attorney's Opinions

On sixteen occasions during the year, the City Attorney issued a written opinion on matters of interpretation of charter provisions and other laws pertaining to civil service administration. These are summarized below. Ten of these opinions were requested by the Civil Service Commission.

1. *Do the rates indicated as tentative for a few classes in the April 9, 1930 report, pending further investigation, still govern for these few classes, or do the more recent salary recommendations govern?*

Section 71 of the charter provides that no compensation shall be increased so as to exceed the rate fixed for such service or position in the proposed schedule of compensations issued by the Civil Service Commission under date of April 9, 1930, except as such proposed schedule is amended or extended. Included therein were a number of classifications for which no definite recommendation was made but for which a tentative rate was indicated pending further study. Subsequently, the Civil Service Commission made further investigations and recommended rates for these classifications. It was the opinion of the City Attorney that inasmuch as these salaries had not been "fixed" in the 1930 recommendations and inasmuch as the Civil Service Commission had com-

pleted the "further investigation", the more recent salary recommendations of the Civil Service Commission control.

2. *Are the most recent salary recommendations of the Civil Service Commission the limit beyond which salaries may not be increased for those classifications not included in the April 9, 1930 report?*

Section 71 of the charter states that no compensation shall be increased so as to exceed the rate fixed in the April 9, 1930 schedule except as such schedule is amended "or extended by the civil service commission to include classifications not included therein". It was the opinion of the City Attorney that this charter provision gives the Civil Service Commission the right to extend the 1930 schedule so as to include new classifications and to provide for the compensation thereof; and that the most recent recommendations of the Civil Service Commission constitute the limit beyond which present salaries may not be increased for classifications not included in the 1930 report.

3. *May the salary ordinance be amended by adding to the salary fixed therein the valuation of maintenance provided by the City and County?*

The fact that there are several employees who live outside of the City and County and who have received maintenance allowances from the city in addition to the cash compensation was overlooked when the salary ordinance for 1939-40 was adopted. Section 71 of the charter provides that all increases in salary shall be determined at the time of the adoption of the annual budget and appropriation ordinance. Since no deductions had been made from the compensation of these employees for the maintenance received by them theretofore, and since it was not intended in fixing their compensations in the salary ordinance for the fiscal year 1939-40 that any deductions would be made therefrom, it was the opinion of the City Attorney that should the salary ordinance be amended to fix a salary which would include the valuation of the maintenance provided (a corresponding charge and deduction for such maintenance to be made on payrolls), there would be no increase in compensation and that a salary ordinance amendment to this effect would not be in violation of section 71 of the charter.

4. *Is the rule of the Civil Service Commission legal which permits an employee receiving less than the entrance salary for his class to be advanced, during the year when a vacancy occurs, to a position of the same class in the same department carrying the entrance salary?*

It was the opinion of the City Attorney that the restraint placed on salary increases during the year by section 71 of the charter is on the rate for

the position and not on the individual and that the rule of the Commission does not violate the terms of this charter section.

5. *May the Civil Service Commission approve pay for an employee who, while on leave of absence without pay, was pressed into service by the head of her department?*

It was the opinion of the City Attorney that there is nothing in the charter to prohibit the payment of salary under the stated circumstances and that, inasmuch as a responsible officer of the department certified as to the necessity for and the actual performance of the services, the Civil Service Commission has the authority to approve the payroll.

6. *Are the minimum rates set forth in the charter amendment which was approved at the November 7, 1939 election effective from February 2, 1940 or from the beginning of the new fiscal year on July 1, 1940?*

This amendment provided that pending the adoption of salary standards, the minimum compensation for employees subject to the civil service provisions of the charter shall be not less than 50¢ per hour or \$106 per month. This amendment was ratified by the State Legislature on February 2, 1940. It was the opinion of the City Attorney that the amendment to section 71 is administrative and requires that in the future preparation of the budget and salary ordinance the officers, boards, and commissions charged with such duty must not go below the minimum for civil service employees until the adoption of salary standards; and that such being the case, the amendment is effective as of the beginning of the fiscal year on July 1, 1940.

7. *Can a temporary appointment be made to the position of Manager of the Municipal Railway while the permanent manager is absent on sick leave with pay, and, if so, at what compensation?*

It was the opinion of the City Attorney that such a temporary appointment is provided for in the annual salary ordinance and can be made at a rate not in excess of \$500 per month, which is the entrance rate fixed for this position by the Civil Service Commission in the April 9, 1930 schedule of compensations.

8. *May an employee receive sick leave compensation while under guardianship?*

The City Attorney stated that the appointment of a guardian does not necessarily mean that the employee is suffering from a mental disorder and that even if he were, the condition would constitute an illness. Therefore he is entitled to his sick leave pay according to the rule of the Commission until the appointing officer takes ap-

propriate action to deprive him of it, i. e., by preferring charges of incompetence against him and thereby terminating his sick leave as well as his employment.

9. *Is the refusal of the Civil Service Commission to approve a payroll for per diem employees of the Department of Public Works covering double time pay for overtime work proper?*

The payroll in question bore the notation, "Time actually worked by each employee was one-half of period shown, the total hours representing payment at double time rates for overtime." The Commission withheld approval of this payroll on the authority of Section 150 of the charter, which provides that no officer or employee shall be paid for a greater time than that covered by his actual service. It was the opinion of the City Attorney that there is nothing unlawful about paying more than the usual wage for overtime work but that the payroll must be properly prepared and consistent with the truth in order to be effective. He suggested an amendment to the annual salary ordinance to provide for overtime pay.

10. *What in general is the power of the Civil Service Commission to make rules and in particular what is its right to make a rule preventing employees and officers of the City and County from engaging in activities outside of their service hours which would have the effect of making them less efficient in their civil service positions?*

The City Attorney advised that section 141 of the charter gives the Civil Service Commission express powers to make rules concerning certain subjects enumerated therein but that this does not have the effect of restricting the Commission to those subjects only and that the Commission has the right to make reasonable rules concerning all matters inherent in the civil service system which are not in conflict with the charter, and specifically a rule to prevent outside activities which have the effect of reducing the efficiency of an officer or employee.

11. *Has the Civil Service Commission the power under Section 153 of the charter to adopt rules governing leaves of absence for purposes other than those specifically mentioned therein?*

This request for an opinion was occasioned by the limited emergency declared by the President of the United States and the desire of the Commission to liberalize its rule concerning the granting of military leaves. It was the opinion of the City Attorney that the fact that section 153 enumerates certain types of leaves does not limit or restrict the Commission to just such leaves and that the broad rule-making power of the Commission granted by section 141 of the

charter authorizes the Commission to make reasonable rules; and specifically that a reasonable rule governing leaves of absence to officers and employees during the limited emergency declared by the President would be within the rule-making power of the Commission.

12. *May the Civil Service Commission reinstate an individual to eligibility which had previously been cancelled by the Commission?*

Rule 41 of the Commission states, "When the Commission has rendered its decision on any original case, such ruling will not be reconsidered unless within thirty days after such ruling the Commission shall consent to reopen the case." In the case in question, the request of the individual for reinstatement came before the Commission for consideration within thirty days of the date of cancellation of his eligibility. The City Attorney stated that the Commission has the power to reinstate an individual to eligibility under the authority of the above rule and that there is nothing in the charter which prevents the Commission from adopting such a rule.

13. *Is the Board of Supervisors bound to take the recommendation of the Civil Service Commission on salary standardization schedules?*

The Civil Service Commission submitted to the Board of Supervisors a report of salary standardization schedules for per diem crafts and related classifications. Some objection was raised by some members of the Board of Supervisors to the inclusion of salary standardization schedules for foremen, general foremen, superintendents and inspectors of crafts which were included in the Commission's report. The City Attorney had previously ruled that in adopting schedules for part of the service the Board of Supervisors must adopt schedules for all related classifications. The Board of Supervisors asked the City Attorney whether it was bound by the report or whether it was privileged to omit certain of the classifications from standardization; also whether it could determine whether the employments included in the report are related. It was the opinion of the City Attorney that the recommendations of the Civil Service Commission are not binding on the Board of Supervisors and it may eliminate classifications from the proposed schedule if in its judgment the classifications are not related to a per diem craft but that if the Board wishes to fix rates of compensation different from those recommended by the Commission or to include classifications not included in the schedule of the Commission, the matter must be referred back to the Commission for further report.

14. *Do the qualifications required by the Civil Service Commission for milk inspectors apply or is it incumbent upon the Civil Service Commission to*

restrict applicants for civil service examination to eligibles certified by the State Personnel Board as provided in the Statutes of 1939?

The City Attorney advised that the requirements and qualifications created by the Civil Service Commission of the municipality supersede the state law on the subject and the provisions for employment set up by the local authority must prevail over the demands of the State Personnel Board.

15. Are Patrol Wagon Drivers members of the uniformed force of the Police Department?

The City Attorney advised that nowhere in the charter is the term "uniformed force" defined but that the very terminology indicates that it refers to the "police force" as referred to in Section 35 of the Charter, and that Patrol Wagon Drivers, being members of the police force and not exempted by the charter from the civil service provisions thereof, are, as such, members of the "uniformed force" of the Police Department.

16. Is the position of Phonographic Reporter in the Municipal Court (as distinct from the employee occupying the position) subject to civil service?

The City Attorney advised that the provision of Section 274c of the Code of Civil Procedure is controlling in the matter and that the position of phonographic reporter in the Municipal Court (as distinct from the individual) is not subject to civil service.

Charter Amendments

During the past fiscal year, five charter amendments dealing with personnel matters were adopted by the people. One proposed charter amendment was defeated, and a declaration of policy dealing with appointment to the office of the coroner was defeated. One proposed charter amendment dealing with police and fire promotive examinations was presented to the Board of Supervisors for submission to the voters, but was refused submission by the Board of Supervisors.

Assignment of Platform Men as Bus Operators.

Under this amendment to Section 125 of the charter, the management of the Municipal Railway is permitted to assign civil service motormen and conductors as bus operators without civil service examination. Such assignments are to be based on ability to perform the duties and on the possession of qualifications required by the State of California for personnel engaged in the operation of public carriers. This charter amendment was sponsored by the Civil Service Commission and the Public Utilities Commission and was approved by the people at the November 7, 1939, election. It was ratified by the legislature and became effective February 2, 1940.

Veterans' Preference in Civil Service Examinations.

Another charter amendment adopted by the people at the November 1939 election, which was ratified by the legislature and became effective on February 2, 1940, amended the provisions dealing with veterans' preference in civil service examinations. We referred to the need for such an amendment in our last annual report. It was pointed out in that report that under the charter provision as it then existed, a veteran was entitled to preferential credits of three percent in one promotive examination and five percent in one entrance examination. Many veterans claimed and received these veterans' preferences but were not reached for appointment and although they received no actual benefit they could not again receive such preferences. The new charter provision, which was sponsored by the Commission with the support of veterans' organizations, provides that veterans may claim and receive such veterans' preferences until they actually obtain a permanent position from a list of eligibles on which such veterans' preferences are allowed. This liberalizes the former provision and it is felt that the provision is more in line with the real intentions of the charter freeholders.

Salary for Promotive Ranks in the Fire Department.

At the November 1939 election, the people also adopted a charter amendment, sponsored by members of the Fire Department, which increased the pay for lieutenants and captains in the Fire Department from \$222.50 and \$235.00 per month to \$235.00 and \$250.00 per month respectively. The charter amendment was ratified by the legislature on February 2, 1940. The new salaries became effective on July 1, 1940 at the beginning of the fiscal year.

Minimum Wage Scale for Civil Service Employees Pending Adoption of Salary Standardization Schedules.

Sponsored by the union composed of porters and orderlies in the institutions of the City and County, a charter amendment establishing a minimum wage scale of \$106.00 per month or 50¢ per hour for positions under civil service was adopted by the people at the November 1939 election. The effect of this amendment is to establish a floor under salaries, pending the adoption of salary standardization schedules as provided by the charter. The minimum fixed in this charter amendment will have no force or effect after standardization is adopted. This charter amendment provided increases in salaries for approximately 550 employees at a total cost of approximately \$137,466.00 per year. This amendment

was ratified by the legislature on February 2, 1940 and the new salaries became effective on July 1, 1940.

Position of Coroner to be Elective.

On the November 1939 ballot there was also a declaration of policy concerning the manner and method of filling the position of coroner. The proposition was submitted by the Board of Supervisors. Under the present charter effective in 1932, this position, which was formerly elective, was brought under civil service and the coroner then in office by election was blanketed into civil service status in the position. Hereafter, when a vacancy occurs, the position will be filled by civil service examination. The declaration of policy was on the question of whether the position should be returned to its former status of an elective office. The proposition was defeated by the voters.

Exemption from Civil Service of Position of Usher in the Mayor's Office.

In the May 1940 primary election, there was presented a charter amendment which would exempt the position of usher in the Mayor's office from civil service. This proposed charter amendment was defeated by the people.

Airport Employments Made Subject to Civil Service.

This proposed charter amendment, which was adopted by the people at the May 1940 primaries, provides that all employments at the San Francisco Municipal Airport except the position of manager shall hereafter be subject to civil service provisions of the charter, and provides further

that the personnel occupying those positions who had been in their respective positions for one year preceding the effective date of the amendment shall be blanketed in to their positions under civil service status. This amendment was adopted by the people but has not yet been submitted to the legislature for ratification and will not be effective until ratified sometime early in 1941. About 22 positions are involved.

Fire and Police Promotive Examinations.

Certain employees of the Fire and Police Departments submitted to the Board of Supervisors shortly before the May 1940 primary election a proposed charter amendment setting forth detailed and specific provisions for the administration of promotive examinations in the Police and Fire Departments. Under this proposal, the promotive examinations would be wholly written examinations and it was also provided that seniority of service would be a heavy factor in the examination, the weighting of the subject of seniority and the schedule for rating seniority being specifically included in the proposed amendment. The Civil Service Commission vigorously opposed the submission of this amendment on the grounds that the provisions were unsound and contrary to accepted and established personnel practices. The provisions were unfair to younger men in the departments in that those with seniority would be given very heavy advantages in all promotive examinations. It was unfair also to the service as a whole in that essential features of promotive examinations would have been prohibited. The Board of Supervisors declined to submit the proposed charter amendment to the electorate.

Section 6. EXHIBITS

EXHIBIT No. 6

ANNUAL EXPENDITURES BY THE CIVIL SERVICE COMMISSION

By Fiscal Years from July 1, 1930 to June 30, 1940, and
APPROPRIATIONS FOR THE FISCAL YEAR 1940-41

Fiscal Year	*No. of Perm. Employees	Total Expenditures	SALARIES		Materials and Supplies	Contractual	Equipment
			Permanent	Temporary			
1930-31	9	\$43,481.60	\$26,820.00	\$11,080.53	\$3,982.82	\$ 984.77	\$ 613.48
1931-32	9	53,634.47	26,820.00	21,614.18	2,054.19	630.27	2,515.83
1932-33	12	49,731.80	39,620.00	6,316.99	2,202.58	1,209.02	383.21
1933-34	12	51,641.70	34,899.00	11,919.19	3,450.28	1,043.37	329.86
1934-35	14	57,179.11	39,260.00	11,092.66	3,859.87	2,179.31	787.27
1935-36	16	60,071.41	43,963.79	10,239.17	2,657.46	1,742.08	1,468.91
1936-37	17	68,285.72	50,727.73	11,675.92	2,638.14	1,007.26	2,236.67
1937-38	19	92,582.18†	54,234.55	17,660.33†	6,112.86	3,148.11†	4,054.58
1938-39	19	70,369.66	53,994.00	10,788.31	3,775.87	1,811.48	—
1939-40	22	69,509.75	56,341.28	6,755.11	4,402.81	2,010.55	—
APPROPRIATIONS							
Fiscal Year 1940-41							
1940-41	23	71,323.00	58,452.00	5,960.00	2,365.00‡	3,896.00‡	650.00

*Three Civil Service Commissioners are not included in number of employments but compensation at \$100 each per month is included in expenditures and appropriations.

†Includes non-recurrent expenditures of \$5,388.34 in salaries for temporary services in connection with salary surveys, and \$1,983.41 in contractual expense for remodeling of office. Net operating expenditures—\$85,210.43.

‡Re-adjustment of accounts to accord with Controller's "Objects of Expenditure" regulations.

EXHIBIT No. 7

TOTAL PERMANENT EMPLOYMENTS ESTABLISHED AS OF JUNE 30, 1940

Department	Total Number of Employments	Number in Unclassified Service	Number in Classified Service	Classified Service			
				Number Subject to Civil Service	Number Exempt from Civil Service	Number Subject to Salary Standardization	Number Exempt from Salary Standardization
Adult Probation	10	—	10	9	1	10	—
Art Commission	2	—	2	—	2	2	—
Assessor	71	1	70	67	3	70	—
Calif. Palace Leg. of Honor...	24	24	—	—	—	—	—
Chief Administrative Officer...	5	1	4	2	2	4	—
City Attorney	20	1	19	—	19	19	—
City Planning Commission...	4	—	4	3	1	4	—
Civil Service Commission....	23	—	23	22	1	23	—
Controller	105	1	104	100	4	104	—
Coordinating Council	2	—	2	1	1	2	—
Coroner	22	—	22	18	4	22	—
District Attorney	38	1	37	—	37	37	—
Education, Board of.....	3,594	3,079	515	503	12	515	—
Electricity	80	—	80	80	—	80	—
Finance and Records:							
County Clerk	52	—	52	52	—	52	—
Director	2	—	2	1	1	2	—
Public Administrator	13	—	13	9	4	12	1
Recorder	38	—	38	38	—	38	—
Registrar	22	—	22	21	1	22	—
Tax Collector	51	—	51	50	1	51	—
Fire	1,215*	1	1,214	1,184	30	43	1,171
Horticultural Inspection	7	—	7	7	—	7	—
Juvenile Court:							
Detention Home	18	—	18	18	—	18	—
Probation Office	34	—	34	33	1	34	—
Law Library	3	3	—	—	—	—	—
M. H. deYoung Mem. Museum	46	46	—	—	—	—	—
Mayor	13*	1	12	9	3	12	—
Municipal Court	61	12	49	48	1	49	—
Park	575**	575	—	—	—	—	—
Permit Appeals	1	—	1	—	1	1	—
Police	1,344*	100	1,244	1,244	—	41	1,203
Public Defender	4	1	3	—	3	3	—
Public Health	1,629	—	1,629	1,405	224	1,629	—
Public Library	234	203	31	—	31	31	—
Public Utilities	2,041	5	2,036	2,001	35	2,036	—
Public Welfare	218	—	218	213	5	218	—
Public Works	1,069	1	1,068	1,065	3	1,068	—
Purchasing	126	—	126	125	1	126	—
Real Estate	26	—	26	23	3	26	—
Recreation	194	—	194	170	24	194	—
Retirement System	14	—	14	12	2	14	—
Sealer of Weights & Measures	7	—	7	7	—	7	—
Sheriff	124	1	123	119	4	123	—
Superior Court.....	42	22	20	—	20	20	—
Supervisors, Board of	24	11	13	12	1	13	—
Treasurer	15	1	14	14	—	14	—
War Memorial	41	—	41	38	3	41	—
Totals	13,303	4,091	9,212	8,723	489	6,837	2,375

*Does not include Exposition organization.

**Does not include seasonal employees.

EXHIBIT No. 8
MEMBERS OF BOARDS AND COMMISSIONS, APPOINTING AUTHORITY,
COMPENSATION AND TENURE

Board or Commission	Total Membership	Appointed by Mayor	Appointed by other authority	Ex-officio members	Compensation	Tenure (years)
Adult Probation Board.....	7		7			4
Art Commission	16	10		6		5
California Palace of the Legion of Honor.....	11		9	2		continuous
City Planning Commission..	5	5			\$15 meeting	4
Civil Service Commission...	3	3			\$100 month	6
Coordinating Council	10	4		6		4
Education, Board of.....	5	5*			\$15 meeting	5
Fire Commission	3	3			\$100 month	4
Fire Prevention Appeals and Advisory Board	5	1		4		4
Health Service Board.....	9		9**			3
Juvenile Probation Board...	7		7			4
Law Library	12		7	5		continuous
M. H. deYoung Memorial Museum	11		9	2		continuous
Park Commission	5	5				4
Permit Appeals, Board of...	5	5			\$15 meeting	4
Police Commission	3	3			\$100 month	4
Public Health Advisory Committee	7		7			4
Public Library	11	11				4
Public Utilities Commission	5	5			\$15 meeting	4
Public Welfare Commission	5	5				4
Recreation Commission	7	5		2		4
Retirement Board	7	2	3†	2		5
War Memorial	11	11‡				6
Total	170	83	58	29		

*Appointments confirmed by voters.

**Elected by the members of the system.

†Elected by members of Retirement System.

‡Appointments confirmed by Board of Supervisors.

Note: The Mayor shall have a seat but no vote in the Board of Supervisors and in any board or commission appointed by him.

EXHIBIT No. 9
MEMBERS OF BOARDS OF SPECIAL EXAMINERS

As we pointed out in our last report the Commission has adopted a policy of using members of its examining staff to administer the oral tests. It is believed that as our staff gains experience in conducting interviews a higher degree of validity and reliability in results will be obtained as well as uniformity of standards. As a consequence of this policy the Commission appointed special boards composed of persons from outside the staff for only two examinations during the year. One of these boards conducted the oral test in the examination for County Recorder. The other conducted the oral test in an examination which included tests of ability to speak and read Chinese dialects. In other cases specialists assisted in preparing the written questions of some examinations dealing with technical subjects.

The Civil Service Commission acknowledges with appreciation the valuable services of the following citizens who, without compensation, assisted during the year in the preparation and conduct of examinations:

Name	Title
Chester G. Gillespie.....	Chief, Bureau of Sanitary Engineering, University of California
Harry B. Hommon.....	District Engineer, United States Public Health Service
Francis V. Keesling.....	Attorney at Law
Walter P. Laufenberg.....	Realtor
Mrs. Jane Kwong Lee.....	Coordinator, Y. W. C. A.
Albert H. Mowbray.....	Professor Economics, University of California
Donzel Stoney	Manager, Title Insurance and Guaranty Co.
Rev. Tsam Tso Tin.....	Pastor, Methodist Episcopal Church

EXHIBIT No. 10

SUMMARY OF EXAMINATIONS ANNOUNCED AND COMPLETED

July 1, 1939 to June 30, 1940

Type	Number	Number of applications filed	Applications rejected	Applications accepted	Number of participants	Number failed to respond	Number of ineligibles	Number of eligibles
Entrance	29	5193	578	4615	3400	1215	2479	921
Promotive	35	834	18	816	702	114	438	264
Combination ...	1	61	38	23	20	3	9	11
Total	65	6088	634	5454	4122	1332	2926	1196
			10.41% of total applications filed	89.59% of total applications filed	75.58% of total applications accepted	24.42% of total applications accepted	48.06% of total applications filed 70.98% of participants	19.64% of total applications filed 29.02% of participants

EXHIBIT No. 11

SUMMARY OF EXAMINATIONS ANNOUNCED DURING FISCAL YEAR 1939-40

BUT STILL IN PROGRESS

as of June 30, 1940

Type	Number	Number of Applications filed
Entrance	8	10,680
Promotive	4	47
Combination	—	—
Total	12	10,727

EXHIBIT No. 12

ANALYSIS OF ENTRANCE EXAMINATIONS COMPLETED JULY 1, 1939 TO JUNE 30, 1940

CLASS TITLE	Examination consisted of tests as follows:										Minimum qualifications established as follows:			
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Knowledge of duties (written)	Intelligence and/or aptitude	Oral test	Other tests	Experience	Education	Physical	Maximum age limit
Assistant Secretary-Actuary, Retirement System..	3	1	2	1	—	1	80%	—	20%	—	X	X	—	—
Blue Printer	21	4	17	16	11	5	100%	—	—	—	X	X	—	—
Bricklayer	20	4	16	15	4	11	100%	—	—	—	X	X	—	—
Business Manager, Public Welfare Department....	18	11	7	7	3	4	60%	20%	20%	—	X	X	—	—
Carpenter	97	6	91	67	47	20	100%	—	—	—	X	X	—	—
Chinese Social Service Worker.....	38	26	12	12	5	7	80%	—	20%	—	X	X	—	—
Consulting Sanitary Engineer.....	3	—	3	3	1	2	80%	—	20%	—	X	X	—	—
Cribber	156	80	76	71	43	28	100%	—	—	—	X	X	—	—
Curator, Children's Museum.....	12	6	6	6	3	3	80%	—	20%	—	X	X	—	—
Executive Secretary, Chief Administrative Officer..	38	18	20	18	14	4	50%	30%	20%	—	X	X	—	—
Gardener	176	52	124	103	63	40	100%	—	—	—	X	X	—	—
Granite Cutter	18	2	16	15	11	100%	—	—	—	—	X	X	—	—
Housing Inspector	52	22	30	25	18	7	80%	20%	—	—	X	X	—	—
Inspector of Disinfectants.....	121	1	120	86	78	8	60%	20%	20%	—	—	—	—	—
Jailer	1495	60	1435	1090	988	102	40%	—	20%	—	—	—	—	—
Junior Hydraulic Engineer.....	47	4	43	35	15	20	100%	—	—	—	X	X	—	—
Junior Water Purification Engineer.....	40	4	36	28	21	7	80%	—	20%	—	X	X	—	—
Morgue Ambulance Driver	6	2	4	4	2	2	100%	—	—	—	X	—	—	—
Office Assistant (female)	630	15	615	401	303	98	100%	—	—	—	—	—	—	X
Office Assistant (male)	1206	23	1183	732	572	160	100%	—	—	—	—	—	—	X
Patternmaker	18	1	17	17	7	10	100%	—	—	—	X	X	—	—
Playground Director	373	91	282	237	84	153	80%	—	20%	—	X	X	—	—
Plumber	59	5	54	50	19	31	100%	—	—	—	X	X	—	—
Psychologist	10	4	6	3	—	3	80%	—	20%	—	—	—	—	—
Recorder	17	11	6	5	1	4	50%	10%	20%	20% ¹	X	X	—	—
Registered Nurse	160	13	147	120	41	79	80%	20%	—	—	—	—	—	X
Roofer	37	18	19	18	11	7	100%	—	—	—	X	X	—	—
Social Service Worker.....	298	89	209	196	114	82	70%	—	20%	10% ²	X	X	—	—
X-Ray Technician	24	5	19	18	6	12	100%	—	—	—	X	X	—	—
TOTALS	5193	578	4615	3400	2479	921								

1—Experience was rated competitively. 2—Age was rated competitively.

EXHIBIT No. 13

ANALYSIS OF PROMOTIVE EXAMINATIONS COMPLETED JULY 1, 1939 TO JUNE 30, 1940

CLASS TITLE	Examination consisted of tests as follows:										Lower ranks permitted to participate
	Number of applicants	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Knowledge of duties (written)	Intelligence and/or aptitude (written)	Other tests	Oral test	
Accountant, Controller's Office.....	10	—	10	10	1	9	70%	—	—	20%	Senior bookkeeper.
Asst. Supt. Nursing, S. F. Hospital.....	13	1	12	8	2	6	70%	—	—	20%	Head nurse, head nurse—pediatric, head nurse—psychiatric, operating room nurse, instructor of nursing.
Car Repairer Welder.....	3	—	3	3	—	3	40%	—	50%	—	Car repairer.
Civil Law Clerk, Municipal Court.....	16	—	16	15	7	8	70%	—	—	20%	General clerk, general clerk-typist.
Claims Investigator.....	33	—	33	19	14	5	100%	—	—	—	Inspector, Municipal Railway.
Compressor Operator, Portable.....	37	2	35	33	25	8	90%	—	—	10%	Trackman, laborer, water department worker.
Coroner's Investigator.....	4	—	4	3	1	2	70%	—	—	20%	Morgue ambulance driver, assistant in coroner's office, hospital steward.
Court Room Clerk, Superior Court.....	11	—	11	11	1	10	70%	—	—	20%	General clerk, assistant register clerk (old class), copyist.
Foreman Carpenter, Dept. Pub. Wks.....	12	—	12	11	5	6	70%	—	—	20%	Carpenter.
Foreman Lineman, Pub. Util. Com.....	3	—	3	3	—	3	70%	—	—	20%	Lineman, transmission line patrolman.
Garage Foreman, Municipal Railway.....	5	—	5	5	2	3	70%	—	—	20%	Sub-foreman auto machinist, auto machinist.
Gateman.....	11	—	11	10	2	8	70%	—	—	20%	Pipe caller, serviceman.
General Foreman, Service and Meters.....	14	—	14	11	6	5	70%	—	—	20%	Serviceman, gateman, main pipe foreman, inspector of public works construction, civil engineering inspector.
General Foreman Carpenter, D.P.W.....	13	—	13	12	6	6	70%	—	—	20%	Carpenter, foreman carpenter.
Head Clerk, Treasurer's Office.....	3	—	3	3	—	3	70%	—	—	20%	Teller.
Head Seamstress.....	5	—	5	5	2	3	70%	—	—	20%	Seamstress.
Inspector, Municipal Railway.....	281	7	274	244	208	36	50%	20%	—	20%	Machinist.
Instructor, Municipal Railway.....	23	—	23	19	12	7	70%	—	—	20%	Inspector, Municipal Railway, inspector (old class), junior inspector (old class).

ANALYSIS OF PROMOTIVE EXAMINATIONS COMPLETED JULY 1, 1939 TO JUNE 30, 1940 (Continued)

CLASS TITLE	Number of applicants	Number of applications rejected	Number of applications accepted	Number of participants	Number of intelligibles	Number of eligibles	Examination consisted of tests as follows:				Oral test	Ascertained merit (County service and City and Country service)	Lower ranks permitted to participate
							Knowledge of duties (written)	Intelligence and/or aptitude (written)	Other tests				
Labor Sub-foreman, Dept. Pub. Wks.....	31	2	29	27	10	17	50%	20%	—	20%	10%	Laborer, street sweeper (old class).	
Sr. Addressing Mach. Op., Contr. Off.....	2	—	2	2	1	1	50%	20%	—	20%	10%	Addressing machine operator.	
Sr. Bookkeeper, Juvenile Court.....	27	—	27	23	5	18	70%	—	—	20%	10%	Bookkeeper.	
Sr. Civil Eng. Insp., Dept. Pub. Wks.....	21	—	21	17	12	5	70%	—	—	20%	10%	Civil engineering inspector, inspector of streets and sewers (old class).	
Sr. Clerk, Tax Collector's Office.....	22	—	22	17	13	4	70%	—	—	20%	10%	General clerk, general deputy clerk, ordinary clerk (old class).	
Sr. Clerk-Stenographer, Pub. Welfare Dept.....	22	—	22	19	12	7	40%	10%	20%	20%	10%	General clerk-stenographer.	
Sr. Clerk-Typist, Pub. Welfare Dept.....	40	—	40	33	14	19	50%	20%	—	20%	10%	General clerk-typist, general clerk-stenographer.	
Senior Orderly	96	4	92	79	60	19	50%	20%	—	20%	10%	Orderly.	
Sr. Tab. Mach. and Key Punch Op. Pur. Dept...	3	—	3	2	—	2	50%	20%	—	20%	10%	Tabulating-numerical key punch operator, tabulating-alphabetic key punch operator, tabulating machine operator (old class).	
Sr. Tab. Mach. and Key Punch Op., Assessor's Office	2	—	2	2	—	2	50%	20%	—	20%	10%	Tabulating-alphabetic key punch operator.	
Sr. Teller, Treasurer's Office.....	3	—	3	3	—	3	70%	—	—	20%	10%	Teller.	
Sr. Sewer Cleaner.....	25	—	25	23	5	18	50%	—	—	—	10%	Griber, sewerman (old class).	
Sub-Foreman Glazier	2	—	2	2	—	2	70%	—	—	20%	10%	Glazier.	
Supervising Field Nurse	10	—	10	17	10	7	70%	—	—	20%	10%	Field nurse, Chinese visiting nurse.	
Sup. Acta. and Reports, Controller's Office.....	2	—	2	2	—	2	70%	—	—	20%	10%	Senior accountant, supervisor of disbursements	
Supervisor of Schedules.....	14	2	12	6	1	5	70%	—	—	20%	10%	—Controller's office.	
Trackman.....	—	—	—	—	—	—	40%	—	50%	—	10%	Inspector, Municipal Railway, inspector, Municipal Railway (old class), junior inspector, Municipal Railway (old class).	
Track Welder ..	6	—	6	3	1	2	—	—	—	—	—	Trackman.	
TOTALS.....	834	18	816	702	438	264							

EXHIBIT No. 14

ANALYSIS OF COMBINATION PROMOTIVE AND ENTRANCE EXAMINATIONS COMPLETED July 1, 1939 to June 30, 1940

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligibles	Number of eligibles	Examination consisted of tests as follows:				Minimum qualifications established as follows:			
							Knowledge of duties (written)	Intelligence and/or aptitude (written)	Other test	Other tests	Experience	Education	Physical	Maximum age limit
Shut-off Man (male)	61	38	23	20	9	11	50%	20%	20%	10%	X	X	X	

EXHIBIT No. 15

ANALYSIS OF ENTRANCE EXAMINATIONS IN PROGRESS ON JUNE 30, 1940

CLASS TITLE	Number of applicants	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligibles	Number of eligibles	Knowledge of duties (written)	Intelligence and/or aptitude (written)	Oral test	(Other tests	Experience	Education	Physical	Medical	Age
Assistant Secretary-Actuary, Retirement System...	2	—	2	—	—	—	80%	—	20%	—	X	X	—	—	—
Bridge Attendant	2534	—	—	—	—	—	80%	—	20%	*20%	—	—	X	X	X
Fireman	2586	95	2491	1596	—	—	80%	80%	20%	—	—	X	X	—	—
Keeper, Sheriff's Office	2534	—	—	—	—	—	80%	—	—	*20%	—	—	—	—	—
Orderly	377	153	224	213	—	—	90%	—	—	*10%	X	—	—	—	—
Rat Catcher	14	9	5	3	—	—	60%	20%	20%	—	X	—	—	—	—
Trackman	99	50	49	45	—	—	100%	—	—	—	X	—	X	—	—
Watchman	2534	—	—	—	—	—	80%	—	—	*20%	—	—	X	—	—
TOTALS	10680														

*Age rated competitively.

EXHIBIT No. 16

ANALYSIS OF PROMOTIVE EXAMINATIONS IN PROGRESS AS OF JUNE 30, 1940

CLASS TITLE	Number of applicants	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Examination consisted of tests as follows:					Lower ranks permitted to participate
							Knowledge of duties (written)	Intelligence or aptitude (written)	Oral test	Ascertained merit County and City service		
Asst. Clerk, Board of Supervisors.....	3	—	3	—	—	—	40%	30%	20%	10%	General clerk-stenographer, stenographer typist.	
Head Clerk, Municipal Railway.....	21	—	21	17	14	3	70%	—	20%	10%	Senior clerk, general clerk, experienced clerk.	
Sr. Bookkeeping Mach. Op., Pub. Util. Com.....	12	—	12	12	5	7	40%	30%	20%	10%	Bookkeeping machine operator, senior clerk.	
Sr. Social Service Wkr., Dept. Pub. Health.....	11	—	11	11	7	4	70%	—	20%	10%	Social service worker, junior social service worker, field nurse.	

EXHIBIT No. 17

ANALYSIS OF PROTESTS CONCERNING QUESTIONS USED IN EXAMINATIONS OR THE KEY ANSWERS

July 1, 1939 to June 30, 1940

Number of items included in written tests.....	11,691
Items eliminated without protest by participants.....	62
Items eliminated on protests by participants	129
Key revised on protests by participants	127
Other miscellaneous protests concerning examinations	6

EXHIBIT No. 18

EXAMINATIONS COMPLETED EACH FISCAL YEAR

July 1, 1927 to June 30, 1940

Fiscal Year	Number of examinations completed and lists adopted	Number of applicants	Number of participants	Number qualified and placed on eligible lists	Number not qualified
1927-28	63				
1928-29	9				
1929-30	14				
1930-31	25				
1931-32	153				
1932-33	61				
1933-34	37				
1934-35	38				
1935-36	45				
1936-37	105	7,785	5,698	2,300	3,398
1937-38	109	15,835	10,927	4,422	6,505
1938-39	94	15,041	10,296	3,437	6,859
1939-40	65	6,088	4,122	1,196	2,926

DATA NOT AVAILABLE

EXHIBIT No. 19

DUTIES INVESTIGATIONS MADE DURING FISCAL YEAR 1939-40

Department	Positions Reclassified or Re-allocated	New Classes Established	Duties State-ments, Class Numbers or Titles Amended	New Positions Classified	Classes Abolished	Requests for Reclassifications Denied	Investigations Made in Audit of Departments Where no Change Was Made by Commission	Total
Assessor	1	4			1	2		8
Adult Probation						1		1
Chief Administrative Officer...			1					1
Controller	1	1	2	6				10
District Attorney	10						27	37
Education, Board of						1	1	2
Electricity							1	1
Finance and Records:								
County Clerk	5			2				7
Juvenile Court	2							2
Miscellaneous		2	30		9	1		42
Municipal Court						2	11	13
Public Health	41	3	6	50		3	64	167
Public Utilities	4	2	4			10	15	35
Public Welfare	112	6		3	4	4	127	256
Public Works	2					4	15	21
Purchasing	6	1		1	1			9
Real Estate		2		1				3
Recreation	2		1				1	4
Retirement		1		1				2
Sheriff				2				2
Supervisors	3							3
Treasurer	2		1	1		2		6
War Memorial		1	1				1	3
Totals	191	23	46	67	15	30	263	635

EXHIBIT No. 20

CERTIFICATIONS TO CIVIL SERVICE POSITIONS BY DEPARTMENTS

July 1, 1939 to June 30, 1940

Department	Permanent Appointments	Temporary Appointments
Adult Probation	1	—
Art Commission	—	—
Assessor	28	138
California Palace of the Legion of Honor	Exempt	—
Chief Administrative Officer	1	—
City Attorney	Exempt	—
City Planning Commission	1	—
Civil Service Commission	10	10
Controller	28	56
Coordinating Council	—	1
Coroner	4	7
District Attorney	Exempt	—
Education, Board of	26	107
Electricity	3	5
Finance and Records		
County Clerk	4	3
Director	—	—
Public Administrator	2	—
Recorder	4	7
Registrar	2	330
Tax Collector	8	58
Fire	6	8
Horticultural Inspection	—	—
Juvenile Court	11	24
Law Library	Exempt	—
M. H. deYoung Memorial Museum	Exempt	—
Mayor	—	*17
Municipal Court	3	22
Park	Exempt	—
Permit Appeals	—	—
Police	95	128
Public Defender	Exempt	—
Public Health	220	481
Public Library	Exempt	—
Public Utilities Commission	215	213
Public Welfare	113	64
Public Works	136	298
Purchasing	13	19
Real Estate	—	93
Recreation	22	326
Retirement System	1	16
Scaler of Weights and Measures	—	—
Sheriff	9	35
Superior Court	Exempt	—
Supervisors, Board of	1	4
Treasurer	3	—
War Memorial	11	40
Total	1076	2639

*16 appointments were for Exposition.

EXHIBIT No. 21

TENURE INVESTIGATIONS

Department	Action by Civil Service Commission		Total
	Ordered filled by Permanent Appointment	Ordered filled by Temporary Appointment	
Assessor	25	23	48
Civil Service Commission	1	3	4
Controller	3	6	9
Education		23	23
Finance and Records			
Registrar of Voters	2	2	4
Tax Collector	5	2	7
Juvenile Probation and Detention Home.....		1	1
Mayor		3	3
Municipal Court	1	4	5
Police		4	4
Public Health	2	109	111
Public Utilities	8	54	62
Public Welfare	8	14	22
Public Works	16	105	121
Purchasing	1	8	9
Real Estate		2	2
Recreation	2	1	3
Supervisors		1	1
War Memorial		5	5
Total	74	370	444

EXHIBIT No. 22
NUMBER OF LEAVES OF ABSENCE APPROVED
 July 1, 1939 to June 30, 1940

Department	Sick leave with pay	Sick leave without pay	Business leave	Educational leave	Military leave
Adult Probation	2				
Art Commission					
Assessor	14	3	2		
California Palace of the Legion of Honor	3				1
Chief Administrative Officer	1				
City Attorney	4				
City Planning Commission	1				
Civil Service Commission	3		2		
Controller	20	8	3		1
Coordinating Council					
Coroner	8	1	1		2
District Attorney					
Education, Board of	148	28	26		3
Electricity	23		1		
Finance and Records:					
County Clerk	12	5			
Director	7	1	2		
Public Administrator	2	1			
Recorder	14		3		
Registrar of Voters	5				
Tax Collector	15	7			
Fire	7*	16	14		7
Horticultural Inspection	1				
Juvenile Probation Office and Detention Home	14	6	6		2
Law Library	2				
M. H. deYoung Memorial Museum	9				
Mayor	3				
Municipal Court	8	4	2		1
Park	185				
Permit Appeals, Board of	3				
Police	8*	1	16		
Public Defender					
Public Health	650	202	335	4	11
Public Library	22				
Public Utilities Commission	554	97	236		10
Public Welfare	26	24	18	1	5
Public Works	379	51	62		8
Purchasing	52	7	11		
Real Estate	1				
Recreation	45	10	17		2
Retirement System	4				
Sealer of Weights and Measures	3				
Sheriff	40	6	9		
Superior Court	1				
Supervisors, Board of	2				
Treasurer					
War Memorial	3	1	3		
Totals	2304	479	769	5	53

*Uniformed services not subject to Civil Service regulation of sick leave.

EXHIBIT No. 23

SEPARATIONS FROM PROBATIONARY AND PERMANENT CIVIL SERVICE POSITIONS

July 1, 1939 to June 30, 1940

Department	Method of termination:							Total
	Termination of probationary appointment	Lay off	Resignation	Relinquishment	Retirement	Dismissal	Death	
Adult Probation								
Art Commission								
Assessor		9	2		1		1	13
Chief Administrative Officer								
City Planning Commission								
Civil Service Commission			1	1	1			3
Controller				2			1	3
Coordinating Council								
Coroner					1		1	2
Education, Board of			7	2	9		4	22
Electricity		2			1		1	4
Finance and Records:								
County Clerk					2			2
Director								
Public Administrator	1							1
Recorder					2			2
Registrar of Voters								
Tax Collector								
Fire			1		13		11	25
Horticultural Inspection								
Juvenile Court	1			1	2			4
Mayor							1	1
Municipal Court			1				1	2
Permit Appeals								
Police			1		32	2	14	49
Public Health	35		63	5	10	3	9	125
Public Utilities	4	5	41	4	46	5	28	133
Public Welfare	1		4	8				13
Public Works	2	10	5	1	24	3	22	67
Purchasing			1		3			4
Real Estate								
Recreation	1	4	1	1	1	2	1	11
Retirement								
Sealer of Weights and Measures			1					1
Sheriff			1				4	5
Supervisors							1	1
Treasurer								
War Memorial	1	1						2
Total	46	31	130	25	148	15	100	495

EXHIBIT No. 24

DISPOSITION OF PROBATIONARY APPOINTEES WHOSE APPOINTMENTS WERE TERMINATED

Returned to list for appointment to other departments.....	30
Removed from list and eligibility cancelled.....	16
Total	46

EXHIBIT No. 25

DISMISSALS OF PERMANENT EMPLOYEES BY REASONS

Inattention to duties	11
Abandonment of position	2
Unofficerlike conduct	1
Neglect of duties	1
Total	15

EXHIBIT No. 26

TERMINATION OF TEMPORARY APPOINTMENTS BY REASONS

July 1, 1939 to June 30, 1940

Unsatisfactory service	17
Failure to report or refusal to accept assignment.....	13
Impersonation and fraud	1
Habitual use of intoxicants.....	1
Absent without leave	4
Total	36

EXHIBIT No. 27

DISTRIBUTION OF PERSONNEL IN THE CLASSIFIED SERVICE
BY AGE AND SEX GROUPS

Age Group	Male		Female		Total	
	No.	Per Cent	No.	Per Cent	No.	Per Cent
20 and less	—	—	1	—	1	—
21 to 35	1,532	21	490	31	2,022	22
36 to 50	3,092	42	728	45	3,820	43
51 to 65	2,309	32	312	20	2,621	29
66 and over.....	203	3	22	1	225	3
Not recorded	172	2	55	3	227	3
Total	7,308	100	1,608	100	8,916	100

NOTE: These figures include all permanent employees occupying positions established in the classified service except 97 employees in such positions in the offices of City Attorney, District Attorney, Library and Superior Court.

DISTRIBUTION BY AGES OF EMPLOYEES IN CLASSIFIED SERVICE

(Figures are for the classified service excluding employees in the offices of the City Attorney, District Attorney, Superior Court and certain employments in the Public Library)

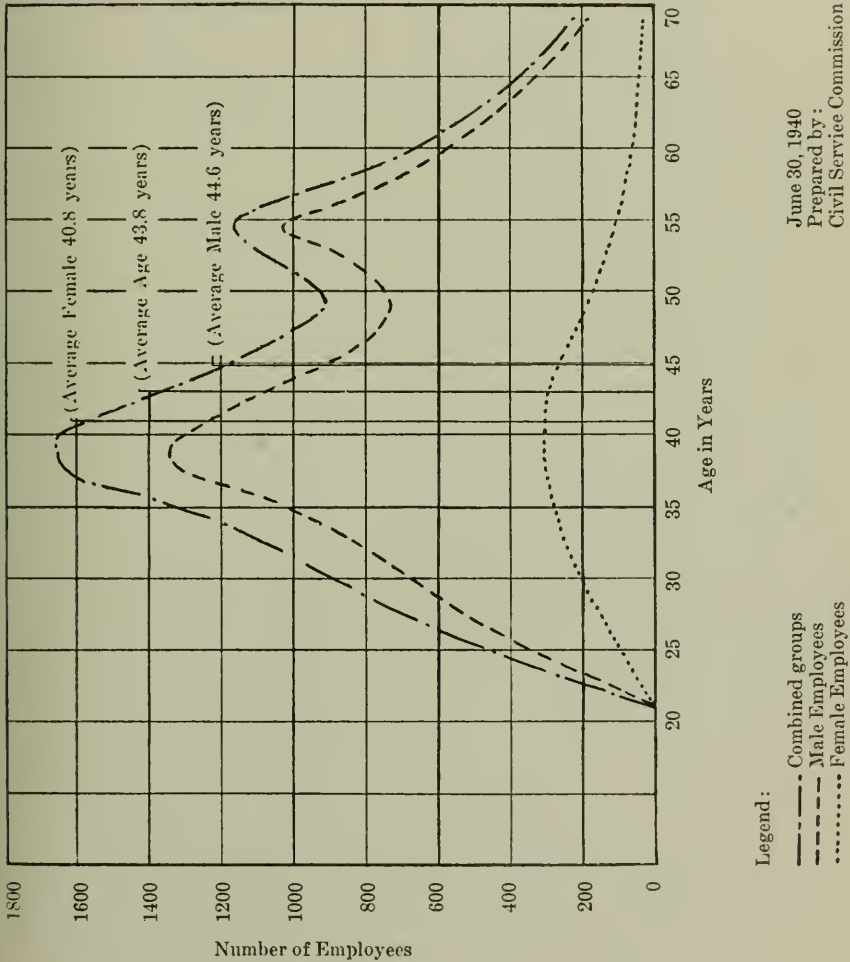


EXHIBIT No. 29

**AVERAGE AGE AT ENTRANCE OF EMPLOYEES WHO HAVE ENTERED THE CLASSIFIED
SERVICE SINCE THE ADOPTION OF THE PRESENT CHARTER**

JANUARY 8, 1932 TO JUNE 30, 1940

(Exclusive of employees in the offices of the City Attorney, District Attorney, Superior Court,
and certain employments in the Public Library)

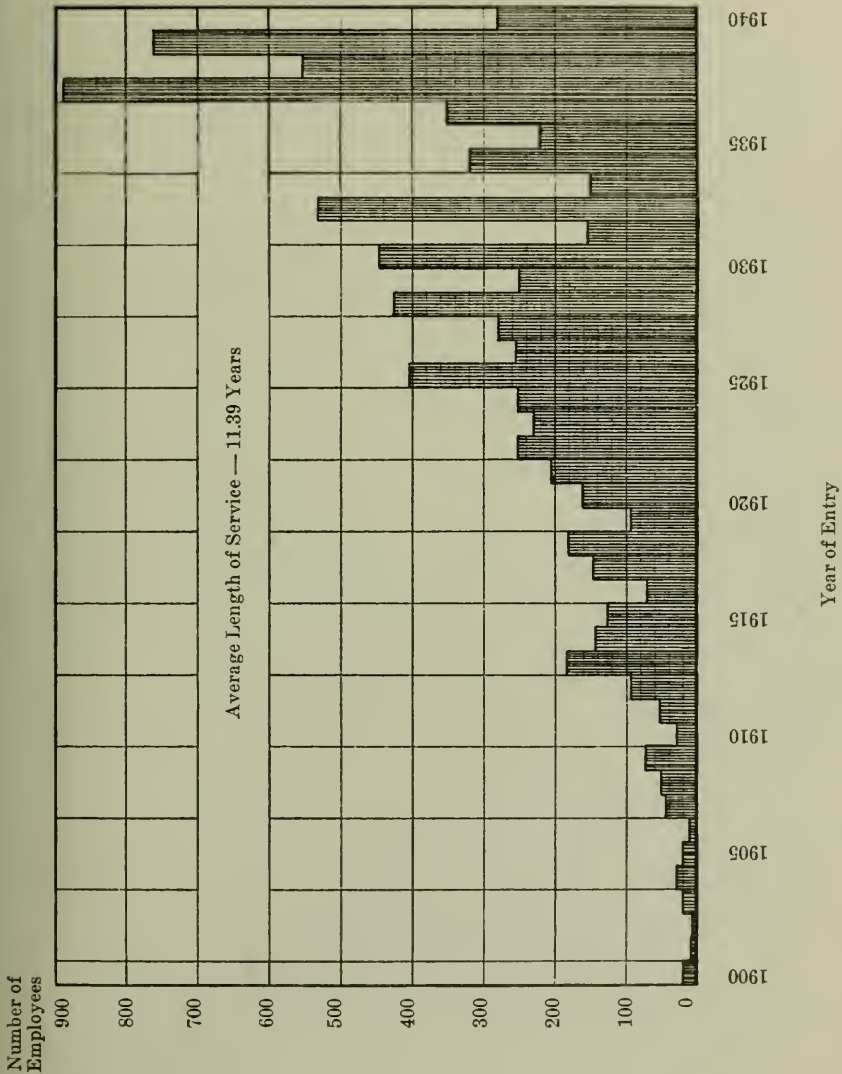
Year	Present Employees Who Entered the Service	Average Age at Entrance
1932*	528	36.9
1933	152	34.4
1934	315	33.2
1935	219	34.5
1936	352	32.9
1937†	891	37.8
1938	561	33.6
1939	772	33.2
1940	287	35.5
Total Employees	4077	Average age of total 35.1

*Some 400 employments theretofore filled under non-Civil Service "temporary" appointments were filled by appointment from lists of Civil Service eligibles.

†In 1937 Institutional Help at the City Hospitals totaling more than 500 employments were brought under Civil Service.

***LENGTH OF SERVICE OF PRESENT EMPLOYEES IN THE CLASSIFIED SERVICE**
(Calculated on the basis of the original date of entry into the service)

JUNE 30, 1940



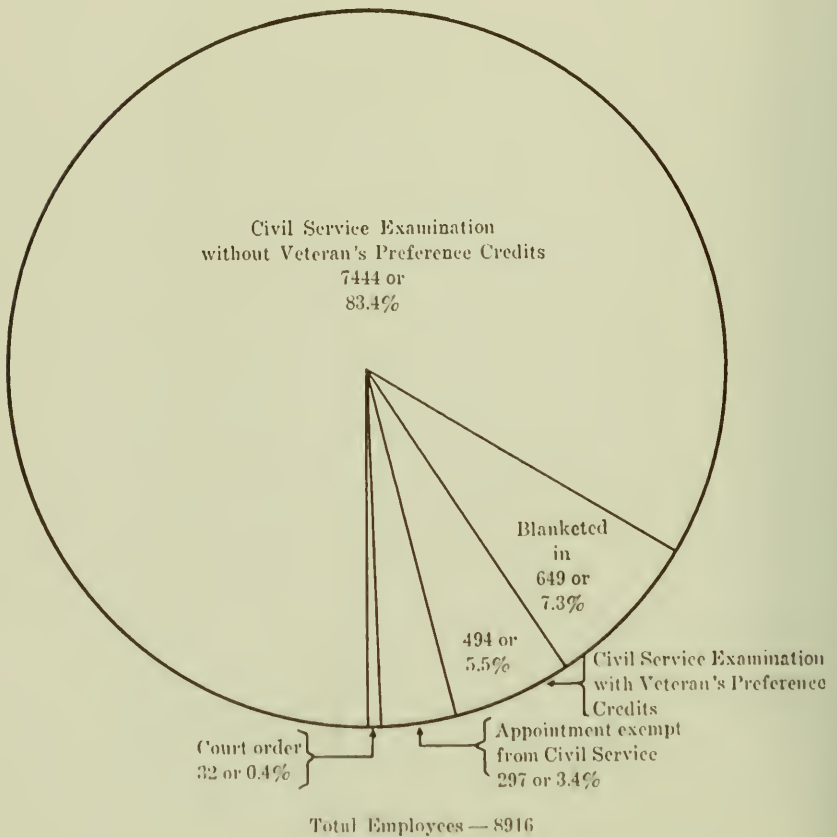
*Excluding employees in the offices of the City Attorney, District Attorney, Superior Court and Public Library.

Exhibit No. 31

**METHOD OF ORIGINAL ENTRY OR APPOINTMENT TO THE SERVICE
OF PRESENT EMPLOYEES IN THE CLASSIFIED SERVICE**

JUNE 30, 1940

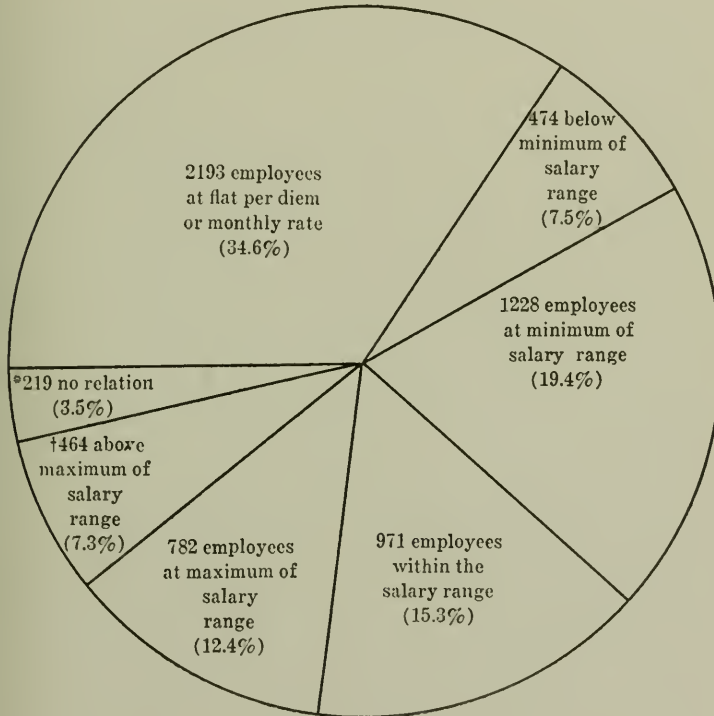
(Excluding employments in the offices of the City Attorney, District Attorney,
Superior Court and Public Library.)



RELATIONSHIP OF PRESENT SALARIES TO THE PROPOSED SALARY
RANGES FOR THE CLASSIFICATIONS

JUNE 30, 1940

(Figures are for the classified service excluding employments in the offices of the City Attorney, District Attorney, Superior Court, certain employments in the Public Library, and positions not subject to salary standardization)



Total Employees — 6331

*Part-time and Disability employments.

†Section 151 of our Charter provides that where any compensation paid on January 1, 1931, is higher than the amount recommended for the classification, said compensation shall be continued to the incumbent of such position as long as he legally holds said position.

EXHIBIT No. 33

**SALARY INCREASES GRANTED PRESENT EMPLOYEES IN THE CLASSIFIED SERVICE,
SHOWING YEAR OF LAST INCREASE**

(Exclusive of employees in the offices of the City Attorney, District Attorney, Superior Court,
and certain employments in the Public Library)

Fiscal Year of Last Increase	Increases Granted by Executive and Legislative Action	Mandatory Increases Under Charter or Ordinance Provisions
1940	28	1768 (see Note 1)
1939	91	101 (see Note 2)
1938	43	29 do
1937	487 (see Note 3)	24 do
1936	142	52 do
1935	39	13 do
1934	11	30 do
1933	38	24 do
1932	17	34 do
1931	25	29 do
1930	68	65 do
1929	54	53 do
1928	76	42 do
1927	157	41 do
1926	684 (see Note 4)	37 do
1925	121	332 (see Note 5)
1924	29	353 (see Note 6)
1923	1	—
1922	1	—
Totals	2112	3027

Note 1: Included are 927 increases authorized by ordinance establishing salary standardization schedules for per diem employments; 621 increases for porters, orderlies, laundry workers, office assistants, etc., authorized by charter amendment establishing \$106 per month as the minimum pay for Civil Service employees pending adoption of salary standardization schedules; 191 increases to captains and lieutenants in the Fire Department, authorized by charter amendment raising the salaries of these ranks; and 29 increases to firemen under charter provisions establishing seniority increases after the first and second years of service.

Note 2: Increases to firemen under charter provisions establishing seniority increases after the first and second years of service.

Note 3: Includes increases to 39 employees in per diem crafts following amendment by Civil Service Commission of proposed salary schedules, and on recommendation of Manager of Utilities and Mayor and concurrence of Board of Supervisors.

Note 4: Basic wage scales for motormen and conductors, totaling 431 employees, increased by action of the Board of Public Works and concurrence of Board of Supervisors and Mayor.

Note 5: Charter amendment adopted increasing salary scales for firemen.

Note 6: Charter amendment adopted increasing salary scales for policemen.



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ANNUAL REPORT

Civil Service Commission of San Francisco, California

Fiscal Year Ended June 30, 1941



ANNUAL REPORT
Civil Service Commission of San Francisco, California

Fiscal Year Ended June 30, 1941



Oath of Office of Members of the
San Francisco Civil Service Commission:

"I am opposed to appointments to the public
service as a reward for political activity and
will execute the office of Civil Service Com-
missioner in the spirit of this declaration."



ANGELO J. ROSSI
Mayor
City and County of San Francisco

MEMBERS OF THE CIVIL SERVICE COMMISSION

JULY, 1941



HARRY K. WOLFF
President



MILTON S. MAXWELL
Vice-President



JOHN W. BENDER
Commissioner
Replaced Howard M. McKinley, July 21, 1941



HOWARD M. MCKINLEY
Resigned July 21, 1941

FOREWORD

On July 21, 1941, Dr. Howard M. McKinley, who had served as a member of the Civil Service Commission since January 27, 1931, resigned his commissionership to enter active service in the United States Navy with rank of Lieutenant-Commander. Dr. McKinley was immediately assigned to duty as Morale Officer for the Twelfth Naval District with headquarters in San Francisco.

Under a charter amendment adopted in November, 1940, Dr. McKinley was entitled to a leave of absence from his position on the Commission but he felt that the importance of the duties attached to a commissionership requires the time and attention of a full board and that the work of the Commission might be hampered if only two commissioners were available. He accordingly submitted his resignation.

To the vacancy on the Commission, Mayor Rossi appointed Mr. John W. Bender, who has been prominent in the business and social life of California for a long number of years. Mr. Bender has already demonstrated an interest in the work of the Commission which assures that he will render faithful and valuable service to his native city as a civil service commissioner. The members of the Commission and the staff extend cordial greetings and good wishes to Commissioner Bender.

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CITY AND COUNTY
OF
SAN FRANCISCO, CALIFORNIA

MEMBERS OF THE
CIVIL SERVICE COMMISSION

ANGELO J. ROSSI, MAYOR

CIVIL SERVICE COMMISSION
151 CITY HALL

HARRY K. WOLFF, PRESIDENT
MILTON S. MAXWELL, VICE-PRESIDENT
JOHN W. BENDER, COMMISSIONER

WM. L. HENDERSON
PERSONNEL DIRECTOR AND SECRETARY

August 14, 1941

Honorable Angelo J. Rossi
Mayor of the City and County of San Francisco
City Hall
San Francisco

Dear Mayor Rossi:

It is our duty under section 19 of the charter to render an accounting of our work for the past year. Pursuant thereto we send you herewith the annual report of the Civil Service Commission for the year ended June 30, 1941.

Once more it is our privilege to report a year of successful operation. The support you have given us in our efforts to improve public personnel administration in this service has contributed to the progress recorded in our report.

We desire also to express our appreciation of the cooperation of department heads and employee groups. The spirit of understanding and friendliness which, with few exceptions, has characterized our contacts with other departments and groups has been most helpful.

The members of the staff of the Commission, under the leadership of Mr. Henderson, have carried on their duties, often under trying and difficult circumstances, loyally and efficiently and with a staunch devotion to the sound principles of the merit system which deserves the confidence of the community.

It is a source of gratification to us, as it must be to you, to know that the merit system in the San Francisco City and County service is steadily gaining prestige and recognition throughout the United States.

Respectfully submitted
CIVIL SERVICE COMMISSION

Harry K. Wolff

Harry K. Wolff, President

Milton S. Maxwell

Milton S. Maxwell, Vice-President

John W. Bender

John W. Bender, Commissioner

CITY AND COUNTY
OF
SAN FRANCISCO, CALIFORNIA

MEMBERS OF THE
CIVIL SERVICE COMMISSION

ANGELO J. ROSSI, MAYOR

CIVIL SERVICE COMMISSION
151 CITY HALL

HARRY K. WOLFF, PRESIDENT
MILTON S. MAXWELL, VICE-PRESIDENT
JOHN W. BENDER, COMMISSIONER

WM. L. HENDERSON
PERSONNEL DIRECTOR AND SECRETARY

August 4, 1941

The Honorable
The Civil Service Commission
City Hall
San Francisco

Gentlemen:

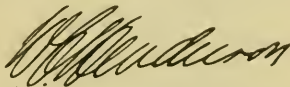
Transmitted herewith for the approval of the Civil Service Commission is the report of operations of this department for the fiscal year 1940-41.

In our last report, attention was called to three matters of particular importance: (1) the status of litigation which had troubled the Commission for some time; (2) the necessity for the development and acceptance by the Mayor and the Board of Supervisors of a uniform policy of salary adjustments and salary administration; and (3) the effect of a proposed charter amendment sponsored by members of the Police and Fire Departments.

The first of these matters is coming more and more under control. The second was resolved by the adoption of a general policy of salary adjustments which was made operative by the Mayor and the Board of Supervisors in the budget effective July 1, 1941. The adoption by the voters at the November 1940 election of the charter amendment dealing with promotional examinations in the Police and Fire Departments will halt the installation of modern procedures in examinations for promotion in these two departments and will seriously impair the validity of such examinations. These and other matters of import are discussed in the accompanying report.

It is my pleasant duty to express again my appreciation for the cooperation of my associates on the staff. I must also acknowledge with deepest appreciation the continued support of the Commission.

Respectfully submitted



W. L. Henderson
Personnel Director and Secretary

Section 1. PERSONNEL AND ORGANIZATION OF THE COMMISSION AND STAFF

EXHIBIT No. 1

MEMBERS OF THE COMMISSION 1900 to 1941

Commissioner	Appointed	Term Expired
J. Richard Freud	1- 8-1900	1- 5-1902*
John E. Quinn	1- 8-1900	1- 7-1902
P. H. McCarthy	1- 8-1900	1- 7-1903
Chas. A. Murdock	1- 6-1902	1- 7-1903
Louis J. Ohnimus	1- 8-1902	1- 7-1903**
Jos. R. R. Mershon	1- 8-1903	4-29-1903**
Geo. H. Bahrs	5-20-1903	1- 7-1909
	1-31-1910	1- 7-1912
John W. Rogers	1- 8-1903	12-15-1905
Chas. J. Williams	1- 8-1904	1- 7-1906
Edward F. Moran	12-18-1905	1- 7-1908
Richard Cornelius	1- 8-1906	1- 7-1910
Matthew I. Brady	1-18-1908	1-31-1910
	1- 8-1913	1- 7-1915**
Sheldon G. Kellogg	1- 8-1909	1-31-1910
Frank C. McDonald	1- 8-1910	1- 3-1912**
Chas. M. Leavy	1-31-1910	8-26-1910*
B. B. Rosenthal	9-26-1910	7- 1-1917
Earle A. Walcott	1- 8-1912	1- 3-1931*
Harry E. Michael	1- 6-1912	1- 7-1913
John J. O'Toole	1- 8-1915	1- 4-1926**
George A. Tracey	7- 1-1917	12-18-1923*
John F. Davis	1- 8-1924	6-30-1929
Hugh McKeivitt	1- 4-1926	1-27-1931**
Wm. P. McCabe	7-20-1929	6-30-1935
Lewis F. Byington	1- 3-1931	1- 7-1932
Howard M. McKinley	1-27-1931	7-21-1941***
Harry K. Wolff	1- 8-1932	
Milton S. Maxwell	7- 1-1935	
John W. Bender	7-21-1941	

*Died

**Resigned

***Resigned to enter active service as Lieut. Commander, United States Navy.

EXHIBIT No. 2

EXECUTIVE OFFICERS OF THE COMMISSION 1900 to 1941

Name	Title	Appointed	Appointment Terminated
Edward F. Moran	Secretary and Chief Examiner	January 1, 1900	December 18, 1905*
Aaron H. Powers	Secretary and Chief Examiner	December 18, 1905	December 31, 1907*
James J. Maher	Secretary and Chief Examiner	January 13, 1908	December 1, 1938**
William L. Henderson	Personnel Director and Secretary	December 1, 1938	

*Resigned

**Retired

PRESENT MEMBERS OF THE COMMISSION

Name	Present Office	Original Appointment
Milton S. Maxwell	President	July 1, 1935
Harry K. Wolff	Vice-President	January 8, 1932
Howard M. McKinley	Commissioner	January 27, 1931

NOTE: On July 21, 1941, Dr. McKinley resigned to enter active service as Lieutenant-Commander, United States Navy, and John W. Bender was appointed Commissioner in his place. Effective July 1, 1941, Mr. Wolff became President of the Commission and Mr. Maxwell, Vice-President.

NOTE: Civil Service Commissioners are appointed by the Mayor for six year terms. Terms are overlapping—one Commissioner being appointed every two years. Appointments of Civil Service Commissioners are not subject to confirmation or approval by the legislative branch of the municipal government (the Board of Supervisors).

Civil Service Commissioners may be suspended by the Mayor, and may be removed from office

by the Board of Supervisors for official misconduct if the charges are sustained by a three-fourths vote of the Board after a public hearing.

These provisions governing appointment and method of removal of members of the Civil Service Commission were incorporated in the charter in order to afford members of the Commission the maximum freedom from political control or reprisal.

EXHIBIT No. 4

STAFF OF THE COMMISSION

Permanent Employments Established as of June 30, 1941

Administration:

Henderson, Wm. L. Personnel Director and Secretary
 Albert, Harry Assistant Personnel Director
 Saline, Martha Assistant to the Secretary
 Kelley, Helen General Clerk-Stenographer
 Calmenson, Jeanette General Clerk-Stenographer*

Personnel Division:

Dolen, Kathleen Supervisor of Wage Scales and
 Classifications
 Fieklin, Lohn Personnel Assistant**
 Meagher, Clifford Personnel Assistant
 Bunney, L. Ralph Head Clerk
 O'Connor, Richard General Clerk
 Hunnicutt, Flora General Clerk-Stenographer
 Burgin, Wilma General Clerk-Typist
 Quinn, Joseph General Clerk-Typist
 Creedon, Dermott Office Assistant

Payroll Auditing Division:

Wiebalk, August Senior Clerk
 Brady, Matthew L., Jr. General Clerk-Typist

Examining Division:

Landreville, L. A. Supervisor of Examinations
 Smith, I. S. Civil Service Examiner
 Sues, Otto Civil Service Examiner
 Bowler, James Civil Service Examiner
 Grubb, Geo. Personnel Assistant***
 Siemens, Gretchen Personnel Assistant
 Ryan, Ceelia General Clerk-Typist

*Appointed 7-16-41 vice Mildred Hilkey, transferred.

**On military leave.

***Vice Donald Rutledge, on leave with War Department.

DISTRIBUTION OF PERSONNEL AND FUNCTIONS

CIVIL SERVICE COMMISSION

Three Members, Appointed by the Mayor

PERSONNEL DIRECTOR & SECRETARY

Assistant to the Secretary

- 1 General Clerk-Stenographer
- Preparation of Calendars; Maintenance of Records of Commission Actions; Commission Accounts and Supplies; General Correspondence

Assistant Personnel Director

Assists in General Administration

PERSONNEL DIVISION

Supervisor of Wage Scales & Classifications

(In Charge)

- 2 Personnel Assistants
- 1 Head Clerk
- 1 General Clerk
- 1 General Clerk-Stenographer
- 2 General Clerk Typists
- 1 Office Assistant

Functions

- 1 Classification, Pay and Organization Studies
- 2 Contract Wage Scales
- 3 Examination Announcements
- 4 Information Desk
- 5 Certifications and Authorizations
- 6 Personnel Records

EXAMINING DIVISION

Supervisor of Examinations

(In Charge)

- 3 Civil Service Examiners
- 2 Personnel Assistants
- 1 General Clerk Typist

Functions

- 1 Preparation, Administration and Scoring of Tests
- 2 Preparation of Eligible Lists
- 3 Supervision of Inspection of Examination Papers
- 4 Investigation of Protests on Examination Items and Ratings
- 5 Research on Examinations and Examination Procedures

PAYROLL AUDITING DIVISION

- 1 Senior Clerk
- 1 General Clerk Typist

Functions

- 1 Checking and Approval of time rolls
- 2 Maintenance of Records of Leaves, Overtime, Vacations, etc.

PUBLIC RELATIONS AND TRAINING DIVISION

Assistant Personnel Director

(In Charge)

- 1 General Clerk-Stenographer

Functions

- 1 In-Service Training Programs
- 2 Personnel Statistics and Analysis
- 3 Conference Programs
 - (a) Departmental Personnel Workers
 - (b) Employee Organizations
 - (c) Staff
- 4 Contacts with
 - (a) Civic Organizations
 - (b) Schools & Colleges

SECTION 2. SUMMARY OF MORE IMPORTANT ACTIVITIES

Expenditures

Exhibit B on page 32 of this report shows the total operating expenditures of the Commission for each fiscal year since 1930-31 and an analysis of these expenditures. Also included in that exhibit is a report of the appropriations for the fiscal year 1941-42. It will be noted that there is an increase of nearly \$7,000 in our appropriations for the fiscal year 1941-42 over the expenditures for the year 1940-41. This increase is accounted for by salary adjustments in the compensations of members of the staff.

Due to the fact that the classified service will be extended during the present year to include approximately 900 employments in the Park and Library Departments, which represents an increase of nearly 10% in the number of positions subject to civil service administration, we requested three additional permanent employments effective July 1, 1941, but these were not provided for in our appropriations. No doubt a supplemental appropriation will have to be made to the Commission during the fiscal year to carry on the additional work involved in the administration of these 900 new classified employments and the additional examinations that will be required due to abnormal conditions.

Park, Library, and Airport Employments brought under Civil Service

Elsewhere in this report we have mentioned that the Park Department, Library Department, and Municipal Airport employments are being brought under merit system administration.

In this connection, it should be noted that, excluding certificated personnel in the Board of Education, which are not subject to civil service but which are selected on the basis of examinations conducted by the Board of Education, less than 200 employments in the entire municipal service will hereafter be exempt from classification. Approximately 1.8% of the positions established in the municipal service will now remain in the unclassified service (exclusive of school teachers and other certificated personnel of the Board of Education). These consist of about 75 employments in the California Palace of the Legion of Honor, the de Young Memorial Museum, and the Law Library, which departments are exempt from both salary standardization and civil service examination by specific charter provisions and are therefore not a part of the classified service; a relatively small number of employments in the Police Department, consisting mainly of Inspectors of Police (detectives) and a few supervisory positions which are filled by designation of the Chief of Police, such

assignments, however, being limited to members of the uniformed ranks of the Police Department holding civil service status; and a few elective officials and appointive administrative officials.

When we speak of the classified service, we refer to the positions which are subject to classification by the Civil Service Commission. Not all of these employments, however, are filled by appointment of civil service eligibles. Some of the positions in the classified service are subject to both salary standardization and civil service examination. Others are subject to civil service examination but are exempt from salary standardization as, for instance, in the case of the uniformed ranks of the Police and Fire Departments, the compensations of which ranks are fixed by charter. Still another group of employments in the classified service is exempt from civil service examination but is subject to salary standardization, such as physicians and attorneys employed in the various departments of the city and county government. For a tabulation and analysis of employments, refer to Exhibit No. 7.

Adoption of a Uniform Salary Adjustment Policy

In our last annual report, we devoted considerable space to the matter of salary administration. In that report, we pointed out the many complications in the law, which have created confusion and lack of uniformity in salary administration, and the total lack of any uniform policy of salary adjustments. We urged that the Mayor and the Board of Supervisors adopt a general and uniform plan of salary adjustments, pending the adoption of salary standardization schedules for all of the service as provided by charter.

There had been no general revision of municipal salary schedules for a number of years although a year ago certain groups of employees succeeded in obtaining salary adjustments. One group was the hospital and institutional workers, who were currently receiving approximately \$85 per month. These employees submitted a charter amendment to the people, which was approved and under which \$106 per month was fixed as the minimum salary for any civil service employment. Another group which succeeded in securing salary adjustments a year ago was the per diem crafts, most of which are affiliated with the Building Trades Council or with the Labor Council. This group succeeded in having the Board of Supervisors adopt salary standardization schedules for the various organized crafts. Through these actions, these two groups secured increases affecting some 1800 employees.

Our charter provides that until salary standardization schedules are adopted, salaries shall be as recommended by the officer, board, or commission hav-

ing appointive power over the positions and as fixed in the annual budget and salary ordinance, providing, however, that no salaries may be increased above the rate recommended for such position in the schedules proposed by the Civil Service Commission but not yet adopted by the Board of Supervisors. Since the initiative for recommending salary adjustments rests with the discretion of the various appointing officers, there had been a lack of uniformity of policy in respect to increases in salary. Furthermore, during the depression years, the Mayor and the Board of Supervisors had discouraged any general revision of salary schedules in order to keep the cost of the government at the lowest possible level consistent with reasonable standards of service.

We pointed out in our last annual report that the inequalities then existing in the salary structure of the municipal government and the inconsistencies created by various legal restrictions were having a most unfortunate effect on the morale of employees.

Either by coincidence or otherwise, sometime before the budgets for the fiscal year 1941-42 were being prepared, the Mayor undertook a study of the whole problem of salary administration in the municipal service. He requested the Commission to prepare a number of significant analyses of existing rates of pay by classifications and an analysis of the length of service of the employees and various other facts which have a bearing on the situation. With these studies as a basis, several alternative plans of general salary revision were suggested to the Mayor by the Commission and an analysis of the cost of each of these alternative plans was also submitted.

Elsewhere we report the adoption by the Mayor and the Board of Supervisors of a uniform plan of salary adjustments, effective with the fiscal year beginning July 1, 1941. These officials are to be commended for adopting and putting into effect a sound plan of salary administration, which was applied uniformly and generally throughout the service. For an analysis of these salary adjustments, please refer to Exhibit 17.

Please also refer to Exhibit 18, which shows the effect of the application of this program of salary adjustments. The black bars in this exhibit indicate the percentage of employees and the number of employees in the various wage groups after the adjustments were made effective on July 1, 1941. The white bars indicate the percentage and number of employees in these various wage groups before the salary adjustments were made effective on June 30, 1941.

It will be noted that on June 30, 1941, the number of employees receiving less than the entrance salary recommended by the Civil Service Commission was 526 or 8.11%, whereas after the salary ad-

justments were made effective the next day, only 54 or 0.83% of the employees were receiving less than the entrance salary recommended by the Civil Service Commission for their classification. These employees are in the Board of Education, which department has exercised a degree of independence in its wage policies, and they chose not to make fully effective the Mayor's policy of eliminating all sub-standard wages.

In the same chart, it will be noted that as of June 30, 1941, better than 20% of the total number subject to salary standardization or 1322 were receiving only the entrance salary fixed for their classifications, regardless of years of service in the employment. After the salary adjustment program of the Mayor was made effective, only 461 of these employees remained at the entrance, the balance having been increased beyond the entrance salary. Practically all of these employees remaining at the entrance salary are first-year employees.

Note also that the number of employees within the range, that is, employees who were receiving more than the entrance salary but less than the maximum salary for their particular classification, increased from 933 employees on June 30, 1941 to 1910 employees the following day when the Mayor's policy took effect.

There was also an increase from 744 to 969 employees who now receive the maximum recommended by the Civil Service Commission for their respective classifications.

As of June 30, 1941 employees receiving compensations in excess of the maximum fixed for their positions numbered 459 and as of July 1 the number receiving salaries in excess of the maximum dropped to 452, or a reduction of 7. Our charter provides that salaries paid to employees as of January 1, 1931 shall not be reduced so long as the employee continues to occupy the position, even though his salary is in excess of that fixed under salary standardization schedules for his position.

Police and Fire Department Promotional Examinations

One matter to which we called particular attention in our last annual report was a proposed charter amendment dealing with promotional examinations in the Police and Fire Departments. The first attempt to have this proposed amendment submitted to the voters for approval was rejected by the Board of Supervisors when the Civil Service Commission pointed out the many unsound and undesirable features of its provisions.

The sponsors later renewed their request that the amendment be submitted to the voters for action and it was submitted on the ballot at the November, 1940, election.

The amendment was drafted and sponsored by a group of older employees of the two departments. Its main provisions may be summarized as follows:

1. It prohibits tests of physical fitness in promotional examinations in the Police and Fire Departments.

2. It prohibits tests of general knowledge and intelligence in such examinations.

3. It prohibits tests of general fitness, leadership and ability to direct the work of others in such examinations.

4. It increases the weighting of seniority of service in such examinations to 15% of the total credits allowable in the examination and provides specifically for the distribution of these credits in accordance with years of service in the department.

5. It provides for a weighting of 10% in such examinations for city and county service.

Unfortunately for the welfare of the service, the charter amendment was adopted by the people and became effective upon ratification in the spring of 1941.

The sponsors of the amendment made their plea on the grounds that the charter amendment would prohibit oral tests, which they urged was desirable in order to maintain the integrity of the examination and promote morale in the department. There is reason to believe, however, that the real purpose was to halt the installation of modern examination procedures in promotional tests in these two departments and particularly to increase the weighting of seniority as a factor in promotions. The former charter provision limited credits for seniority to not more than 5% and this provision had been in effect since 1937 when the Police Department was re-organized following investigation of alleged graft and inefficiency in the Department.

In any event, considerable sums of money were spent by the proponents to assure the adoption of the amendment and they were able to get the endorsement of all four of the newspapers of San Francisco and substantial political support for the amendment. It is a source of gratification to the Commission that it was supported in its opposition to the amendment by practically every civic group and organization in the city.

The restrictions placed upon the Commission in promotional examinations in the Police and Fire Departments will unquestionably react to the disadvantage of the community. We quote an excerpt from our last annual report:

"A sound administration of a civil service system must place the best interests of the community above the wishes of the beneficiaries of the system. The best interests of the service and the community require that examinations conform to sound principles. The entire service is devitalized and demoralized when

improper standards and imperfect methods are used to establish or measure fitness. The proposed amendment will establish pseudo-tests of fitness for promotion in the Police and Fire Departments."

Problems Created by the National Defense Program

We refer elsewhere in this report to a charter amendment which was sponsored by the Commission and which was adopted and is now effective, under which officers, employees, and eligibles may be granted leaves of absence from their municipal employment while serving in the armed forces of the United States in time of peace. This amendment was made necessary when the National Guard and reserve officers were called into active duty and when the Selective Service Act became effective because the former charter provision authorized leaves only during time of war. In Exhibit 24, we report the number of employees who have left the municipal service for military duty or to accept employment in National Defense industries.

In Section 3 of this report, we discuss at some length the unexpected burden placed upon the Commission by the necessity for holding examinations to replace employees entering the military service or accepting employment elsewhere. In that same section, we refer to the large number of eligibles who are waiving employment with the city because they are engaged elsewhere at better salaries, and to the fact that our examinations are attracting fewer applicants. As this is written, receipt of applications for the pending examination for police officer has closed. We received in this examination 1172 applications. With exactly the same requirements, we received 1772 applications for the same examination held in 1938. This illustrates the great change that has occurred in employment conditions through the operation of the various phases of the National Defense program. We have changed in a very few months from a period of widespread unemployment throughout the entire nation to a period of acute labor shortages. In fact, it has become already impossible to get certain types of experience.

In many classifications of employment, earnings in private industry have greatly increased and now exceed those for similar work in the municipal service. Because of charter restrictions, we are unable to match the wages being paid outside the municipal service. As a consequence of all these factors, the number of examinations required to supply the service has greatly increased. At the present time, we have a list of 84 examinations which are in progress or which should be held immediately because vacancies exist. This is almost equal to the number of examinations that would be required throughout the entire year under normal conditions.

How We Are Meeting These Problems

In the early part of 1941, we found it necessary to request an additional appropriation of \$2000 with which to conduct examinations which we had not planned to hold during the fiscal year 1940-41 but which had become necessary because of unexpected vacancies. We also re-examined our procedures in an effort to find shortcuts and to reduce costs in recruitment of personnel. These steps are discussed in Section 3 of this report.

The possibility of lowering standards and reducing the number of items in examinations was also discussed but the Commission has rejected any plan to lower standards of experience, education, character, etc. for admission to examinations in order to increase the number of applicants. The Commission believes that lowering standards must be the last recourse because it would tend to bring into the service a permanent personnel of inferior qualifications. We have, however, found it desirable in some instances to establish a lower passing mark for inclusion on the list of eligibles. This might be expected to have the same effect as the former alternative but actually it does not, or at least not nearly to the same extent. In lowering the passing mark, it is true that we qualify applicants who would not otherwise be placed on the lists but these persons whose names stand at the bottom of the list are rarely reached for permanent appointment although they frequently are used for temporary service.

The Commission has likewise rejected any plan to restrict the scope of examinations or the number of items included therein in order to lower the cost of examinations. It is felt that nothing should be done which in the slightest degree would tend to affect the validity of examination results.

In-Service Training

Another possibility which is still in the discussion and development stage is a plan to inaugurate

programs of in-service training designed to fit employees in certain classes of work for assignment or promotion to positions requiring higher qualifications and more specific training. The Commission has long recognized the necessity for a well-rounded and centrally directed in-service training program but for various reasons which appeared good and sufficient, we have not as yet undertaken it. The present emergency, however, has created an acute need for such a program and, if such a program is adopted to meet the emergency conditions, it would unquestionably prove its value and be continued as a permanent feature of civil service administration after the emergency is over.

Increase in Number of Established Positions

In Section 4 we refer to the increase in number of employments established in the city and county government on June 30, 1941 as compared with June 30, 1940. This report shows an increase of 252 employments. The budget effective July 1, 1941 created many other new positions and these further increases will be reflected in the next annual report.

In former reports we have urged the necessity for a careful investigation of the need for proposed new positions and for continuing positions which become vacant. However, as yet no action has been taken to establish such procedures. This authority should be established by a salary ordinance provision and, if such authority is granted and the responsibility discharged, substantial savings to the taxpayers will result by preventing the creation of non-essential employments and through the elimination of unnecessary employments. The Commission urges upon the budget authority and the legislative branch of the government the advisability of adopting formal procedures for investigating and reporting on the necessity for any proposed new positions and for investigation and report on the need for continuing established positions that may become vacant.

SECTION 3. THE EXAMINING DIVISION

An outline of the duties and scope of activities of this division is shown in Exhibit No. 5, "Distribution of Personnel and Functions", on page 10 of this report.

Heavier Examination Program

It became apparent early after the beginning of the fiscal year 1940-41 that our examination schedule would have to be extended to supply the normal needs of the municipal government. This increased examination load was caused mainly by the needs of the National Defense program. Numerous unexpected vacancies were created when employees requested and received leaves of absence from their municipal employment to enter the military service of the nation. Many other vacancies in the municipal service were created by resignations to accept better-paid positions in private employment or with other governmental agencies. Moreover, as time passed, lists of eligibles which would ordinarily have been sufficient to supply the normal needs of the service were found inadequate, due to the large numbers of eligibles who waived appointment because they were employed elsewhere. These conditions created the necessity for many additional examinations which we had not planned to hold during the year 1940-41. Finally, the number of persons applying for examinations has decreased and this factor, while it has not yet increased the number of required examinations, will be reflected in our examination program during the current year and thereafter.

Additional Appropriation

Because of these conditions it was necessary to request an additional appropriation of \$2,000 for our examination work. This additional appropriation was promptly provided by the Mayor and the Board of Supervisors.

Effort to Reduce Cost and Time of Examinations

Various devices have been adopted to lessen the burden of the increased examination load. On several occasions, when the Commission has been unable to supply civil service eligibles, the Mayor has exercised the authority vested in him by the charter to declare the existence of an emergency, which operates to exempt the particular classification of employment from local residential requirements and from the charter provision limiting non-civil service appointments to ninety days. In the main, these classes of employment are nurses, physicians occupying administrative positions, various technicians, and other types of employment requiring specialized training and experience. In each instance, the Mayor's declaration

of an emergency remains in effect only until civil service eligibles are available for appointment to the positions. Therefore, the needs of the service have been met more effectively while, at the same time, the civil service provisions of the charter have not been damaged.

We have also carefully reexamined our examination procedures in an attempt to find ways and means of reducing the cost of examinations and speeding the work involved in administering the examinations but without affecting the validity of the results. Several possibilities have been explored and found acceptable, such as scheduling two large examinations for the same day to reduce the cost of rental of chairs and tables, rental of the auditorium, janitorial service, and expense of monitors. Other plans to expedite the rating of examinations and reduce the cost thereof have also been adopted. Wherever possible, methods are being sought to produce economies in both cost of examinations and the time involved in completing the examinations.

Recapitulation of Improved Examination Techniques

We have continued the program of improving examination techniques. These improvements have been developed over a period of three or four years and have been discussed in previous annual reports.

A great mass of informal evidence and testimony has been accumulated over the past two or three years to indicate that these changes in examination techniques and policies have improved our examinations as selective instruments.

A recapitulation of the more important changes may be of interest:

1. First and foremost, minimum requirements as to experience, education, character, and, wherever appropriate, physical fitness for admission to the examination have been raised. The Commission believes that this is the keystone of any successful effort to raise the general level of the quality of personnel in the municipal service.

2. The former practice of rating experience, education, physical fitness, etc., competitively was discontinued and we substituted therefor minimum standards in these subjects as a prerequisite for admission to the examination.

3. Maximum credits for seniority or years of service as a subject in promotional examinations have been reduced. (See also Sections 2 and 5 for reference to charter amendment dealing with examinations for promotion in the Police and Fire Departments.)

4. Material and subjects which had little or no selective value have been eliminated from tests.

5. Oral tests have been standardized and placed under proper administrative and technical control.

6. Applications are now carefully checked and audited against the minimum requirements.

7. More aggressive recruiting methods are being used.

8. The fields of knowledge tested in examinations have been considerably broadened but at the same time restricted to areas deemed pertinent to the duties of the position for which the examinations are held.

9. Minimum passing marks for inclusion on lists of eligibles have been raised even though such action resulted in qualifying a smaller number of candidates than would ordinarily cover the needs of the service for the tenure of the list of eligibles.

10. In other instances, the number of eligibles qualified on a list has been lowered so that the list would not expire with names remaining thereon.

New Tests Compared With Former Examinations

We recently made an analysis of several examinations held within the last year with examinations held in former years for the same classifications and these comparisons reveal the very important changes that have been brought about in our examinations. A few examples are shown below.

We held an examination in 1941 for Engineer of Stationary Steam Engines. The examination announcement required three years of first-class experience within the last eight years as an Engineer of Stationary Steam Engines or as a Marine Engineer, or three years of first-class experience within the last eight years as a Fireman of Stationary Steam Engines in the service of the City and County of San Francisco. The competitive tests consisted of the following:

Examination for Engineer of Stationary Steam Engines—1941

Subject	Number of Questions	Type of Question	Weight
Written questions on the duties of the position, including general mechanical knowledge and intelligence.	100	True-False	500 points
Written questions on the duties of the position, including general mechanical knowledge and intelligence.	100	Multiple Choice	500 points
Totals.....	200		1000 points

Examination for Engineer of Stationary Steam Engines—1932

A former examination for this classification, held in 1932, included a competitive rating of experience on the following basis:

300 points for five years of service as an Engineer of Stationary Steam Engines; lesser experience rated downward in accordance with a schedule adopted by the Commission to a minimum of 150 points for two years of experience.

The balance of the examination consisted of the following:

Subject	Number of Questions	Type of Question	Weight
Knowledge of duties (written questions on the duties of the position)	75	True-False	450 points
Arithmetic	10		80 "
Word knowledge	20		40 "
Spelling	30		30 "
Penmanship			50 "
Age			50 "
Experience			300 "
Total.....			1000 points

It is doubtful that a person who has proved himself proficient in spelling and penmanship and who is a mathematician and possesses a good vocabulary is necessarily a good Engineer of Stationary Steam Engines. Even if this were true, it is doubtful that the number of questions contained in the tests on these subjects would prove superiority in these particular fields of knowledge. Likewise, it is extremely doubtful that 75 questions in Knowledge of Duties constitute a sufficiently broad examination to be selective and valid in its results.

We recently completed an examination for Probation Officer. For admission to this examination applicants were required to have completed a five-year course in a school of social science and have had one year's experience in probation work or as a social worker in a recognized social service agency; or, in lieu of that, a four-year university course and one year of graduate work in social service, together with one year of first-class experience in probation work or as a social service worker in a recognized social service agency; or, a four-year course with a major in sociology and two years of first-class experience in probation work or social work in a recognized social service agency; or graduation from a recognized university or college and three years of experience in probation work or as a social worker in a recognized social service agency; or a high school education and five years of first-class paid experience in probation work or as a social worker in a recognized agency. (This latter alternative was in recognition of the possibility that some applicants might lack the formal education and training but would have sufficient acceptable experience which had permitted him to acquire broad knowledge to offset this lack of formal education.) The competitive examination consisted of the following:

Examination for Probation Officer—1941

Subject	Number of Questions	Type of Question	Weight
Knowledge of duties (written questions on the general duties of the position and general knowledge required for the performance of the duties, and questions on the welfare and institutions code and the penal code).....	200	True-False	400 points
General intelligence	100	Multiple Choice	300 " 100 "
Age			
Oral Examination on personality, personal history, and general fitness			200 "
Totals.....	300		1000 points

Examination for Probation Officer—1937

In 1937, the Commission conducted an examination for this same classification with the following requirements for admission to the examination:

Graduation from an accredited school of social work; or, graduation from college with major work in social service, public administration, psychology, or education; or, high school graduation and at least two years of experience in either social service or probation work; or, a certificate as a public health nurse, plus two years of experience in public health nursing or social service or completion of courses in social service subjects, such as case work techniques, psychology, community organization, etc. In this examination, experience was included as a competitive subject and was rated in accordance with the following schedule:

Five years of experience as a probation officer, parole officer, or social service worker—300 points; lesser experience rated downward in accordance with a schedule adopted to a minimum of 120 points for one year of experience.

The examination consisted of the following parts:

Subject	Number of Questions	Type of Question	Weight
Knowledge of duties (written questions on laws and duties)	100	True-False	500 points
Arithmetic	10		60 "
Word knowledge.....	30		30 "
Spelling	40		20 "
Grammar and punctuation....	20		40 "
Penmanship			50 "
Experience			300 "
Total.....			1000 "

Examination for Pilot of Fire Boats—1941

In an examination for Pilots of Fire Boats held in 1941, the Commission required at least three years of experience within the last six years as a Pilot with the proviso that one year shall have been served as a Pilot on the Bay of San Francisco, and possession of a Pilot's license for San Francisco Bay and a master's license issued by the Bureau of Marine Inspection and Navigation. The examination consisted of the following parts:

Subject	Number of Questions	Type of Question	Weight
International rules of the road	37	True-False	185 points
Rules of the road—inland....	108	True-False	540 "
Mechanical knowledge.....	55	Multiple Choice	275 "
Totals.....	200		1000 points

Examination for Pilot of Fire Boats—1937

In a former examination, held in 1937, it was required that applicants possess a license as Pilot, issued by the United States Steamboat Inspection Service, with a minimum of two years of experience as a Pilot on the Bay of San Francisco. Experience was rated competitively in accordance with the following:

Five years of experience—300 points; lesser experience rated in accordance with a schedule adopted by the Commission down to a minimum of 150 points for two years' experience.

The examination consisted of the following:

Subject	Number of Questions	Type of Question	Weight
Knowledge of duties (written questions on the duties of the position)	80	True-False	450 points
Arithmetic	10		90 "
Word knowledge	30		60 "
Spelling	40		40 "
Penmanship			60 "
Experience			300 "
Total.....			1000 points

Examination Papers Rated Mechanically

All of our examinations in which there are fifty or more candidates are now mechanically rated. Machine rating has reduced considerably the cost of these operations. The manufacturer of this machine has now developed an attachment with which it will be possible to analyze the selective value of each item in the examinations. We have already contracted for the installation of one of these attachments and it will shortly be in operation. This will permit analysis of every item in every test and will further contribute to the validity of our examinations. Item analysis has not been possible heretofore because of the prohibitive cost of doing such work by hand.

Examinations Completed

Included in Section 6 are a number of tables concerning the work of the Examining Division for the past fiscal year. The report which shows 72 examinations completed during the fiscal year 1940-41 as against 65 the previous year does not fully indicate the burden placed on the Examining Division. Many examinations were announced but not completed before the end of the fiscal year and the work done by the Examining Division on these examinations which were still incomplete as of June 30, 1941 is therefore not reflected in this report. These exhibits are numbered 8 to 13, inclusive.

SECTION 4. THE PERSONNEL DIVISION

The duties of this division and the personnel attached thereto are outlined in Exhibit 5, "Distribution of Personnel and Functions," on page 10.

The Personnel Division during the fiscal year 1940-41 carried on two activities of unusual importance, which added substantially to its work.

Wage Studies

The first of these activities was a series of studies of existing wage rates in the municipal service and related studies of wages paid in private employment to certain occupations. These studies resulted in: (a) A revision of salary standardization schedules for journeymen craftsmen employed by the city and the adoption of salary standardization schedules for foremen and superintendents of these crafts. These revised schedules for the craftsmen and the new schedules for foremen and supervisors of the crafts became effective July 1, 1941. (b) The development and acceptance by the Mayor and the Board of Supervisors of a policy of salary adjustments for the fiscal year 1941-42, which was generally applied throughout the remainder of the service that, under our charter, is subject to salary standardization.

Revision of Salary Schedules for the Crafts

It should be noted that although our charter provides for salary administration based on standardized salaries which shall be not higher than the rates prevailing in private employment or other comparable governmental jurisdictions for similar service, this provision has not been made effective except for journeymen craftsmen and a group of related occupations. A year ago, the Board of Supervisors adopted salary standardization schedules for the organized crafts and this year the board extended these schedules by including rates of pay for foremen and superintendents of these crafts. In these instances, the salary standardization schedules adopted by the Board of Supervisors are mandatory and all departments are required to pay the schedules so fixed. The cost of the revisions in the salary schedules for the crafts and the adoption of salary standardization schedules for the foremen and superintendents of these crafts amounted to \$135,802 and this sum was distributed to 918 employees.

Salary Adjustments

In the other employments, however, which are subject under the charter to salary standardization, the schedules have not yet been made effective as provided by charter although the Civil Ser-

vice Commission has recommended such schedules. The recommendations of the Civil Service Commission serve as the limits beyond which salaries may not be increased pending actual adoption of salary standards.

Under these conditions, there has been no uniform plan of salary adjustments for the greater part of the service. As an expedient, pending the adoption of a formal salary standardization program, the Mayor adopted and, with the approval of the Board of Supervisors, made effective on July 1, 1941 a policy under which (a) all employees receiving less than the entrance salary recommended by the Civil Service Commission were increased to that minimum, and (b) all employees receiving the minimum or less than the maximum were granted salary adjustments amounting to approximately one-third of the difference between their existing salary and the salary to which they were entitled on the basis of their years of service, and (c) a comparatively few cases were given special consideration where extra merit or unusual circumstances could be shown. The application of this policy resulted in salary adjustments for 1,875 employees at a cost of \$261,543.

The Mayor and the Board of Supervisors also allowed adjustments in the compensations of some 419 employments which, under the charter, are not subject to salary standardization. The cost of these adjustments was \$68,232. The total salary adjustments effective July 1, including those under mandatory salary standardization schedules, which were based largely on the salary studies and analyses made by the Personnel Division, amounted to \$465,577 and were distributed to 3,212 employees. An analysis of these adjustments is shown on page 40, in Exhibit No. 17.

On page 41, Exhibit No. 18, we reproduce a chart showing the effect of this policy, made operative July 1, 1941 (the first day of the present fiscal year), on the relationship of salaries of municipal employees to the recommended salary schedules as compared to the relationship on June 30, 1941 (the close of the last fiscal year). This chart shows that all of the so-called sub-standard wages, that is, those compensations below the recommended entrance salaries, have been eliminated by adjustment to the entrance salary, except in the case of a very few employments in the Board of Education, which has a measure of independence in the matter of fixing salaries for its employees. This department was the only department in the municipal government which did not put into effect the Mayor's policy of eliminating sub-standard wages. The chart also reflects the other changes in the municipal wage structure.

Merit System Extension

The second of the extra activities carried on by the Personnel Division was the work incident to the extension of civil service to the Park and Library Departments and to the San Francisco Airport. By charter amendment, the employments of these units of the government have now been made subject to civil service. In the case of the Park Department, the employments are brought under civil service effective September 1, 1941, the Library Department employments effective January 1, 1942, and the Airport employments were made effective upon ratification of the amendment early in 1941. These amendments made it necessary that the Commission carry on an investigation of the duties and responsibilities attached to the employments in the Park and Library Departments as a basis for classification. The Airport has been subject to classification heretofore although not subject to civil service. Inasmuch as our budget did not provide funds for this work, it was necessary that we request a supplemental appropriation of \$1,800, which additional appropriation was recommended by the Mayor and approved by the Board of Supervisors. With these additional funds, we made careful studies of the duties of some 557 employments in the Park Department, 234 employments in the Library Department, and re-checked the classifications of 21 employments in the Airport. All of the basic investigations of the duties and responsibilities of these employments were completed during the fiscal year.

In the Park and Library Departments, the employee was required to submit in writing on a form provided by the Civil Service Commission an outline of the duties of his position, together with information concerning his compensation, the length of his service, and other information needed in our personnel records and statistics. This form was then checked over by the immediate superior of the employee, who was required to certify that the statements made by the employee were correct or else to note in the spaces provided any corrections that should be made. Finally, these forms were delivered to the respective appointing officers, who checked them over and verified or amended the statements contained therein. These forms were then delivered to the Commission and were checked for completeness. Thereafter, the duties as outlined by the employee and as confirmed by his superior were studied and analyzed. In many instances, field studies of the duties were made wherever further information or clarification was needed. The staff of the Commission will tentatively classify the positions on the basis of the duties and responsibilities attached thereto by indicating the classification to which the position should be assigned. These tentative allocations will be posted by the Commission at convenient points in the respective departments for the information of all employees. The employees

will then be privileged to request further investigation or to file formal protests with the Commission. It is required that these requests or protests be filed on forms provided by the Commission and on these forms the type of information needed as a basis for a request or protest is indicated. These requests and protests will be further investigated by the staff and a report made in each instance to the Commission. Eventually, the Commission will rule on each request and protest and make a final classification of each position in the departments.

Routine Operations

The routine duties of the Personnel Division were carried on throughout the year and the more important phases of these operations are referred to below.

Number of Established Positions

As of June 30, 1941, there were 13,555 permanent positions established in the municipal service exclusive of members of boards and commissions. This represents an increase of 252 employments over the number established June 30, 1940. These increases occurred largely in the following departments: 154 in the Board of Education (in the main, among the certificated personnel), 40 in the Fire Department, 39 in the Department of Public Health, 12 each in the Public Welfare Department and the Department of Public Works, 11 each in the Juvenile Court and the Municipal Court, and six in the Assessor's office. Reductions occurred as follows: 23 in the Public Utilities Commission, 18 in the Park Department, one in the de Young Museum, and one in the Real Estate Department. For an analysis of these employments, refer to Exhibit No. 7, on page 33.

Routine Audits of Duties

During the fiscal year, there were 80 new positions created in the municipal service and in each instance a detailed analysis of the duties and responsibilities attached to the position was made by the Personnel Division and the proper classification was recommended to the Commission. In addition, audits were made of the duties and responsibilities of 355 existing positions in an effort to better police the service to the end that positions will be properly allocated and classified. These 355 audits resulted in the reclassification of 40 positions, the amendment of the duties statements or titles of classes in 58 instances, abolishment of 9 existing classifications, and the establishment of 23 new classifications. In 225 cases, no change was made in the status of the existing employment. For a tabulation of these studies, see Exhibit No. 15, on page 39.

Tenure Investigations

The Commission has continued its policy of close and continuous inspection of employments which

have continued beyond five months under temporary appointment. This is an essential part of administration because of the possibility that eligibles entitled to the positions would be adversely affected if positions are actually of a permanent character and filled under temporary appointment. Under our rules, an eligible on a list may waive an offer of temporary employment and retain his standing and eligibility for permanent appointment. It frequently happens that a position will be established under temporary appointment and subsequently conditions will arise which make it necessary to continue the temporary appointment beyond the time originally anticipated. Our certifications to temporary appointments continue for a period of not more than five months and if the service is to be maintained beyond that time, a new requisition is issued by the appointing officer and the position is offered out to the top person on the list of eligibles. Occasionally it happens that the eligible who served the first five months' appointment is not in line for the second five months' appointment, thus necessitating a change in personnel with consequent inconvenience and disorganization in the department. But it frequently happens, also, that the same eligible is recertified for a second and even a third five months' temporary appointment. Considerable litigation has been initiated in the past by employees who served continuously under temporary appointments totalling more than six months and who claim that they thereby acquired permanent tenure in the position even though there were persons higher on the list who waived temporary appointment but who would have accepted permanent appointment. Under the former charter, a number of such employees acquired permanent status through court order and, under the present charter, the lower courts have ruled in favor of eligibles under similar circumstances although this point has not yet been finally determined by the Supreme Court. It therefore is necessary that the Commission determine the actual tenure of these so-called temporary employments and make appointments accordingly. During the year, we completed 44 tenure investigations, which resulted in the Commission's ordering 26 of the positions filled by permanent appointment and 415 by temporary appointment. For an analysis of these, see Exhibit No. 16, page 40.

Certifications

For a tabulation of both permanent and temporary appointments during the fiscal year ended

June 30, 1941, see Exhibit No. 14, page 38. In comparing the number of certifications with the number of separations from the service, it should be borne in mind that, under our system of recording transactions, if an employee in a promotive rank leaves the service, several appointments to the successive ranks below may follow. Therefore, ordinarily, the number of certifications recorded exceeds the number of separations from the service.

Separations from the Service

During the fiscal year 1940-41, there were 527 separations from the service, of which 16 were by dismissal and 45 represented the termination of probationary appointments. The balance resulted from deaths, resignations, retirements, lay-offs, or relinquishments. The number of terminations of probationary appointments continues small in comparison with the large number of new appointments made to the service each year. It is obvious that appointing officers are not yet using the probationary period for the purpose for which it is designed, namely, as a part of the examination process. Likewise, the number of dismissals is small considering the number of positions established in the San Francisco service. It is interesting to note that the number of terminations of probationary appointments and dismissals for the past three years has remained practically stationary, as follows: For the fiscal year ended June 30, 1939, there were 46 terminations of probationary appointments and 16 dismissals. For the fiscal year ended June 30, 1940, there were 46 terminations of probationary appointments and 15 dismissals. For the fiscal year ended June 30, 1941, there were 45 terminations of probationary appointments and 16 dismissals.

Of the 16 dismissals, two of the employees involved appealed to the Civil Service Commission for review of the action of the appointing officer. In both appeals, the action of the appointing officer was sustained by the Commission. For four successive years, the Commission has sustained the appointing officer in every appeal resulting from dismissal although in each case a careful investigation has been made by the Commission to establish all the facts and determine whether there were any extenuating circumstances which would serve as a basis for modifying the penalty.

For an analysis of the separations from the service, see Exhibits Nos. 19 to 23 inclusive, on pages 42 and 43.

SECTION 5. LEGAL ASPECTS OF OPERATIONS

Litigation

Our situation in respect to litigation has continued to improve throughout the fiscal year. Two years ago the Commission, with the cooperation of City Attorney John J. O'Toole, instituted several changes in the handling of litigation. These changes were designed to make possible a more effective presentation of the point of view of the Commission and were outlined in some detail in our last annual report.

That the changes have been beneficial is evidenced by three facts which are now clearly established: First, the Commission is winning a far greater percentage of cases. Second, in general, cases are disposed of more promptly. Third, more vigorous prosecution has resulted in a definite reduction in the amount of litigation. During the fiscal year 1939-40 eleven actions were filed against the Commission, which represented a substantial reduction over the preceding year. During the year 1940-41 only seven cases were filed against the Commission, and four of these actions arose out of the same situation. (See *Sheehan v. Wilder*, *O'Connor v. Wilder*, *Casey v. Wilder*, and *Page v. Civil Service Commission*, below.)

In addition, the Commission, as plaintiff, began an action against the Controller to establish its authority in respect to classification of positions. (See *McKinley v. Boyd*, below.)

As of June 30, 1940, there were sixteen actions in progress in which the Commission was a party at interest. Seven of these were concluded during the fiscal year 1940-41. Adding the eight new cases commenced during the fiscal year 1940-41 (including the case of *McKinley v. Boyd*) there are 17 cases open as of June 31, 1941, in which the Commission is involved, as against 16 cases in progress as of June 30, 1940, and 24 cases as of June 30, 1939.

It should be noted that of the seventeen cases open on June 30, 1941, more than half, or nine cases, are actions to acquire permanent civil service tenure by reason of service of more than six months under temporary appointments. This point has been raised a number of times and it is expected that when the Supreme Court rules in the *Villain* case all the other cases will be disposed of on the same basis.

Much of the credit for the improved status of litigation is due to the assistance of the City Attorney's office and particularly to the splendid co-operation of City Attorney John J. O'Toole, Chief Deputy City Attorney Walter Dold, and Deputy City Attorney Norman Sanford Wolff, who personally handled much of the litigation. To these officials the Commission extends its sincere appreciation.

A summary of this litigation follows:

Cases Finally Concluded During the Fiscal Year Ended June 30, 1941

1. *Butler v. Toomey*—originally filed December 29, 1939

The charter of the City and County of San Francisco requires that persons employed by the city must be residents of the City and County, and must have been such residents for at least one year prior to appointment (members of the police and fire forces must have been residents for five years) and that such employees shall continue to be residents of the City and County of San Francisco. Plaintiff requested and was granted a leave of absence from her civil service position, giving the reason for such request as personal business. She went to Reno, Nevada, and filed suit for divorce. In her petition for divorce, she affirmed that she had established legal residence in the State of Nevada and intended to remain a permanent resident of Nevada. Immediately after the divorce was granted, she returned to San Francisco and sought to resume her duties. She was not permitted to return to duty, pending a decision by the Civil Service Commission as to whether or not she had forfeited her San Francisco residential qualifications. She filed suit to compel her appointing officer to permit her to resume her duties. The legal questions involved were argued on demurrer but the action has not been brought to trial and in the meantime the employee has resigned her position, thus relinquishing her claim.

2. *Dierssen v. Civil Service Commission*—originally filed May 9, 1939

This plaintiff ranked No. 1 on a list of eligibles. The No. 2 man on the list protested that the plaintiff lacked the residential qualifications set forth in the charter. An investigation by the Civil Service Commission showed that the protest was well founded and the plaintiff's name was ordered removed from the list of eligibles. The plaintiff thereupon brought suit to compel the Civil Service Commission to reinstate his name on the list of eligibles. The Superior Court rendered judgment in favor of the Civil Service Commission on October 3, 1939. The plaintiff appealed the decision. Judgment of the Superior Court was affirmed by the District Court of Appeal February 17, 1941, and a petition for a hearing in the Supreme Court was denied April 17, 1941.

3. *Diamond v. Civil Service Commission*—originally filed April 25, 1938

The name of the plaintiff was removed by the Civil Service Commission from a list of eligibles on which he had status, because investigation disclosed that he lacked the residential qualifications required by the charter. Plaintiff filed suit to

compel the Commission to restore his name to the list of eligibles, but the case was not brought to trial. On February 24, 1941, the action was dismissed with prejudice, on motion of the Civil Service Commission, for want of prosecution.

4. *Reneau et al. v. City and County of San Francisco—originally filed February 8, 1940*

Plaintiffs are motormen and conductors employed on the Municipal Railway under civil service status. The charter provides that after one year of service each employee shall be granted a vacation of two calendar weeks, annually, as long as he remains in the service. In the absence of an administrative ordinance by the Board of Supervisors, the Civil Service Commission had adopted a rule to govern approval of payrolls carrying compensation for vacations. Under this rule one day's vacation was deducted for each month of absence during the year. In accordance therewith plaintiffs were denied vacation of two full weeks but were allowed a vacation in proportion to the time they actually worked during the year. Plaintiffs brought suit to compel the city to allow them the full two weeks' vacation with pay. Before the action was brought to trial an ordinance was adopted by the Board of Supervisors which carries out substantially the provisions of the rule of the Civil Service Commission. The action was dismissed November 29, 1940, and payrolls were approved in accordance with the ordinance of the Board of Supervisors.

5. *Creed et al. v. City and County of San Francisco—originally filed October 21, 1939*

Plaintiffs are motormen and conductors employed on the Municipal Railway under civil service status. In the absence of an ordinance by the Board of Supervisors, the Manager of Utilities, under whose jurisdiction these employees are engaged, had promulgated a rule applying only to platform men in the Municipal Railway. This rule denied such employees a vacation unless their annual earnings amounted to \$1440 or more and was contrary to the Civil Service Commission's rules as well as the charter provisions. These men earned less than \$1440 the preceding year and the Manager of Utilities denied them the vacations. The men brought suit to compel the Manager of Utilities to grant the vacations. The Superior Court rendered judgment for the plaintiffs. The judgment in this case was not appealed and the payrolls carrying compensation for vacations were approved November 20, 1940. (See *Smith v. Civil Service Commission of San Francisco*, below.)

6. *Winblad v. Civil Service Commission—originally filed May 31, 1938*

The plaintiff in this case resigned from his position and acceptance of his resignation was approved by the Civil Service Commission, which approval

under the Commission's rule constitutes final separation from the service unless a request for reconsideration is made within 30 days. He subsequently sought reinstatement through court action, claiming that his resignation was submitted while he was of unsound mind. The case was not brought to trial. On January 15, 1941, the Civil Service Commission's motion for dismissal of the action with prejudice, for want of prosecution, was granted.

7. *Balf v. Civil Service Commission—originally filed October 4, 1938*

The plaintiff was on the eligible list for appointment to a position classified as General Clerk Stenographer. His name stood at the top of the list of eligibles. At the same time, he was under permanent appointment in the municipal service in a position classified as General Clerk Typist. Under the rule of the Civil Service Commission governing transfers, an employee who has completed his probationary period may request transfer from one position to another of the same classification in a different department, and such employee, when his request has been approved by the Civil Service Commission, has priority over persons on the current eligible list. In this instance, an employee occupying a position of General Clerk Stenographer in one department requested and was allowed a transfer to a position of General Clerk Stenographer in the office of the Board of Supervisors. The plaintiff protested the filling of the position by transfer, contending that under the charter the Commission was required to certify the name of the person standing highest on the list of eligibles for appointment to the position and that the rule of the Civil Service Commission providing for transfer of employees was invalid. Judgment was rendered for the plaintiff in the Superior Court. The judgment of the trial court was modified by the District Court of Appeal and, as modified, affirmed. Petition for rehearing before the Supreme Court was denied on April 24, 1941. *This case is now finally disposed of, but the decision has created a very serious situation which apparently will have the effect of prohibiting transfers. The matter is now receiving the attention of the Commission. It may be necessary to seek amendment of the charter to clarify this point.*

Cases in Progress on June 30, 1941, Which Were Originally Filed Prior to the Fiscal Year 1940-41

1. *Doyle v. Civil Service Commission—originally filed December 28, 1938*

This employee had served under several successive temporary appointments and re-appointments, each of five months' duration, in positions defined by the Civil Service Commission as temporary positions. Plaintiff claimed that because her total service under these temporary appointments had exceeded six months she had served the probationary period required by the charter and that she had thereby ac-

quired permanent tenure in the position. At all times there were persons higher on the list who were eligible for permanent appointment but who waived temporary appointment. Under the charter, an employee may not acquire permanent tenure except through completion of a probationary period of six months in a position declared permanent by the Civil Service Commission. Judgment was rendered for the plaintiff on January 31, 1940. An appeal by the Civil Service Commission is pending.

2. *Villain et al. v. Civil Service Commission—originally filed January 20, 1939*

This case involves the same points as the Doyle case referred to above. As in the Doyle case persons higher on the list than the plaintiff would have been offered the positions had they been filled by permanent appointment, but the positions were occupied by plaintiffs under temporary appointments and reappointments. Judgment was rendered for the plaintiffs on October 9, 1939 and the Civil Service Commission has appealed to the Supreme Court.

3. *Kavaney v. Civil Service Commission—originally filed May 19, 1939*

This case involved the same point raised in the Doyle and Villain cases referred to above. Judgment of the Superior Court for the Civil Service Commission was rendered August 19, 1940. A motion for a new trial by plaintiffs was denied November 12, 1940. A notice of appeal was filed by plaintiffs December 16, 1940.

4. *Crowley et al. v. Civil Service Commission—filed November 28, 1939*

This is a tenure matter similar to the Doyle, Villain and Kavaney cases referred to above. Plaintiffs brought suit for declaratory relief. A demurrer to the complaint by the Commission on the grounds that the complaint failed to state a cause of action in that a writ of mandate is the proper remedy in the circumstances was upheld by the Superior Court on January 22, 1940. An amended action has been filed and is pending.

5. *Deasy v. Civil Service Commission—filed August 14, 1939*

This case is similar to the Doyle, Villain, Kavaney and Crowley cases referred to above. Plaintiff claimed to have acquired permanent status in a position by reason of service therein under temporary appointments for more than six months. The plaintiff petitioned the court to declare that he had acquired permanent status in the position. He likewise sought a restraining order prohibiting the Civil Service Commission from removing him from the position pending a decision by the courts as to the first issue. The Superior Court refused to grant

such an order but a decision as to his status has not yet been made.

6. *Viner v. Civil Service Commission—filed July 19, 1939*

The plaintiff was appointed to a position of Janitor from a civil service list of eligibles in 1905. At that time appointees from this classification were entitled to advance without further examination and in order of seniority to positions classified as Foreman Janitor, Head Janitor, etc. Subsequently, under the rules of the Civil Service Commission then in effect, he was permitted to advance to a position of Foreman Janitor. In 1932, following a reconstruction of the classification plan, the rules of the Civil Service Commission were changed to require promotive examinations for advancement to supervisory positions. The plaintiff was permitted, however, to continue in the position he then occupied. In 1939 a higher position than that of Foreman Janitor, classified as Head Janitor, became vacant and a promotive examination from the rank of Foreman Janitor was announced. The plaintiff participated in the examination and placed No. 3 on the list of eligibles. The No. 1 eligible was appointed to the position of Head Janitor. Plaintiff brought suit, contending that he was entitled to advance to the position of Head Janitor without examination because at the time of his original appointment in 1905 he had that right. The No. 1 eligible who had been appointed to the position intervened in the suit. Judgment was rendered by the Superior Court on February 16, 1940 for the Civil Service Commission and the intervener. A motion by the plaintiff for a new trial was denied August 29, 1940, and notice of appeal has been filed by the plaintiff.

7. *Allen v. McKinley—originally filed September 6, 1938*

The Commission announced an examination for Adjuster, Tax Collector's Office, which was opened to persons outside the municipal service who possessed the specified minimum qualifications as to experience. Employees in certain designated clerical classifications in the Tax Collector's Office were also permitted to participate. Under the scope-circular as adopted these employees were granted preferential credits in the examination. The employees objected to the provision which permitted persons from outside the municipal service to participate in the examination and filed suit to compel the Civil Service Commission to restrict the examination to those persons already in the service in the classifications designated. The Superior Court gave judgment to the plaintiffs. The District Court of Appeal affirmed the decision of the Superior Court, but a petition by the Civil Service Commission for a rehearing before the Supreme Court of California was granted on March 20, 1941. The rehearing has not yet been held.

8. *Allin v. Civil Service Commission*—filed July 5, 1939

This plaintiff occupied a position under permanent civil service appointment as Hydraulic Engineer. Upon completion of the project on which he was employed it became necessary for the appointing officer to reduce by one the number of Hydraulic Engineers employed under his jurisdiction. Under the rule of the Civil Service Commission, lay-offs are made in inverse order of appointment and the Commission ruled that the plaintiff, being the last man appointed from his classification to this appointing officer, should be laid off first. The man retained in the service had longer service under the appointing officer but was employed in a different division of the department. The plaintiff brought suit to compel his reinstatement on the grounds that he had seniority in the particular division in which he was employed. The case has not yet been brought to trial.

9. *Egan v. Civil Service Commission*—originally filed January 20, 1939

A group of employees in the Assessor's Office with permanent tenure in the class of General Clerk was laid off when mechanical equipment was installed to do the work formerly done by the General Clerks. Performance of the new duties required a thorough knowledge of operation of certain office machines and equipment and the performance of these new duties fell within the scope of a different civil service class. The employees concerned claimed the right of employment in the new positions. Judgment in the trial court was for the Civil Service Commission, and the plaintiffs have filed notice of appeal.

Cases in Progress on June 30, 1941, Which Were Filed During the Fiscal Year 1940-41

1. *Sheehan v. Wilder*—filed July 1, 1940

This is a tenure matter similar to the Doyle and Villain cases referred to above. The case has not been brought to trial.

2. *O'Connor v. Wilder*—filed September 30, 1940

The same issues and the same list of eligibles are involved as in *Sheehan v. Wilder* above. Has not been brought to trial.

3. *Casey v. Wilder*—filed November 7, 1940

The same issues and the same list of eligibles are involved as in the case of *Sheehan v. Wilder* above. Has not been brought to trial.

4. *Page v. Civil Service Commission*—originally filed May 2, 1941

The same issues but a different list of eligibles are involved as in the case of *Sheehan v. Wilder* above. Has not been brought to trial.

5. *Smith v. City and County of San Francisco*—filed December 31, 1940

This case is related to the case of *Creed v. City and County of San Francisco* and was brought to obtain a payment of cash in lieu of vacations which had been denied to other employees, not a party to the *Creed* suit.

6. *Quinn v. Civil Service Commission*—filed January 9, 1941

This case is similar to the *Balf* case, but seeks to extend its application. The plaintiff, who stood highest on a list of eligible Firemen of Stationary Steam Engines, contends he is entitled to a position in that class which was filled by the transfer of an employee from another department. This case has not been brought to trial.

7. *Slavich v. Civil Service Commission*—filed March 28, 1941

The plaintiff brought this action to compel the Civil Service Commission to allow him to compete in a promotional examination for Jury Commissioner. His application had been rejected by the Civil Service Commission on the grounds that he did not occupy a position in one of the lower ranks designated in the examination announcement as eligible to compete. The case has been tried but has not been decided.

8. *McKinley v. Boyd*—originally filed September 6, 1940

This suit was brought by the Civil Service Commission against the Controller to sustain the validity of an administrative provision of the annual salary ordinance. The salary ordinance provision was designed to make effective charter provisions which place classification of positions under the sole jurisdiction of the Civil Service Commission. Since 1932 (with the exception of the years 1938-39 and 1939-40) the Board of Supervisors has incorporated in the annual salary ordinance a provision under which re-allocation or retitling of existing positions does not require amendment of the salary ordinance if no change in pay or creation of a new position is involved and which provides that such re-allocations shall be effective when the Civil Service Commission files a transcript of such action with the Mayor, the Board of Supervisors, the Controller, and the head of the department concerned. The former Controller operated for six years under this provision without question.

The present Controller challenged the legality of the provision in 1938 and contended that re-allocation of positions may be made effective only by amendment of the annual salary ordinance by the Board of Supervisors. If the Controller's contention is correct, then, of course, ultimate and final jurisdiction over classifications would rest with the Board of Supervisors and not with the Civil Service Commission.

ice Commission and the charter provisions would therefore be nullified.

The Controller prevailed upon the Board of Supervisors to delete the administrative provision from the 1938-39 salary ordinance. In the absence of such provision it was necessary that amendments to the salary ordinance be enacted to reflect re-allocation or retitling of the position by the Civil Service Commission. The Controller also required that an appropriation ordinance drafted by him be enacted by the Board of Supervisors under which the funds theretofore appropriated for the compensation of the position under its former title were re-appropriated for the compensation of the position under its new title.

The Board of Supervisors promptly enacted the various ordinances when submitted. It is estimated that the cost of preparing these ordinances and printing them in the journals and calendars of the Board of Supervisors and in the official newspaper was not less than \$10,000 per year.

The Commission made no complaint concerning this cumbersome and costly procedure until prolonged delays began to occur in the preparation and submission of the appropriation ordinances. Pending the enactment of the legislation, the Controller would not certify that funds were available for the employment under its new title, although he recognized the legality of the position under its former title, and as a consequence the Civil Service Commission was prevented from making regular civil service appointments to the positions.

Under these conditions non-civil service employees under "emergency" appointments were placed and retained in the positions pending enactment of the salary ordinance amendment and supplemental appropriation ordinance. To the extent that these situations occurred the fundamental purposes of the merit system administration were effectively nullified.

When the 1940-41 salary ordinance was adopted the Board of Supervisors, seeing the abuses that had developed, restored the administrative provision to the salary ordinance.

Some time prior to the effective date of the 1940-41 ordinance the Department of Public Welfare had installed dictaphone equipment for the use of the executives and social workers in dictating their reports and correspondence. Heretofore these employees had dictated direct to stenographers. With this new procedure there was no longer any need for stenographic service as the work of transcribing dictation from dictaphone machines had been classified by the Civil Service Commission as the duty of typists. The Commission permitted the stenographers to continue in the positions but ruled that vacancies thereafter occurring in these positions would be filled by appointment from the list of typists. A vacancy occurred on July 1, 1940. The

Commission re-allocated the position to the typist classification and sought to make such re-allocation effective without amendment of the salary ordinance by filing a transcript of such action with the Controller and other officials as provided in the administrative provision of the salary ordinance referred to above.

The Controller refused to certify that funds were available for employment of a typist although he would certify that funds were available for a stenographer.

Thereupon the Civil Service Commission filed suit to clarify the issue. The action, which was filed in September, 1940, has not yet been brought to trial. Numerous postponements have been requested by the Controller and granted by the court, and these have delayed the matter.

This is a matter of vital importance to proper and sound public personnel administration. Classification of duties or allocation of positions means simply that positions which have similar duties and which involve comparable responsibilities and require substantially the same training and experience shall be included in one class under a common title. For each separate class, a statement is prepared, defining in explicit language the character and scope of duties attached to the positions which are to be allocated to that class. Then the duties of each position are carefully analyzed and the positions are allocated to the class which contains corresponding or similar duties.

One examination is held to qualify applicants to fill all positions of the same class. This gives assurance that all applicants seeking employment in one class will be subjected to the same competitive test to determine their relative merit and fitness. Having determined the proper classification of a position in accordance with the duties and responsibilities attached thereto and having held an examination and established a list of eligibles for appointment to such position, the Commission must fill the position by appointment of the person standing highest on the list of eligibles. It likewise assures that under salary standardization all persons performing similar duties shall be paid like pay, seniority of service being considered.

The function of position classification and allocation is a technical process which requires a detailed knowledge of the duties of the particular position and an intimate knowledge of the duties and responsibilities included in the various classes of employment. The Civil Service Commission is the agency of the government which has all of this information. No other agency of the government has it. It follows that it is right and proper that the Civil Service Commission, which is the personnel agency, shall be charged with the duty of classification and allocation of positions. Under the former charter the Board of Supervisors had joint responsi-

bility over classifications with the Civil Service Commission. However, under the present charter that is changed and sole and final jurisdiction is placed with the Civil Service Commission.

The present charter provision conforms to the practice in other modern civil service jurisdictions. The classification of duties is the very keystone of sound administration of the public personnel. Experience of public personnel administrators has proved that such matters must be left to the judgment of the personnel agency, and it is hoped and confidently expected that the courts will sustain the Commission's point of view.

City Attorney's Opinions

The City Attorney rendered twenty opinions during the year interpreting laws pertaining to civil service administration. Twelve of these were requested by the Civil Service Commission, the balance by various other departments and offices. We summarize below several of the more important opinions which have general application:

1. *May an appointing officer refuse to appoint a person certified by the Civil Service Commission?*

San Francisco operates under a charter. The constitution of the State of California grants plenary powers to chartered municipalities to provide in their charters for the method and means of making appointment and for the qualifications of appointees to municipal positions. The charter provides that appointment to the municipal service shall be determined on the basis of merit and fitness as demonstrated by appropriate tests. The charter also provides that all positions subject to civil service shall be filled from lists of eligibles, prepared by the Civil Service Commission, and that when a position is to be filled, the appointing officer shall make a requisition on the Civil Service Commission for an eligible to fill such position. The Commission shall thereupon certify to the appointing officer the name and address of the person standing highest on the list of eligibles for such position.

The City Attorney advised that these provisions of the charter would be meaningless if the appointing officer at his discretion could refuse to appoint a person so certified by the Commission. Therefore an appointing officer has no authority to refuse to appoint a person certified by the Commission in accordance with charter provisions.

Of course, under our charter all permanent appointments are subject to a six months' probationary period, during which the appointing officer may terminate the appointment for any reason and the employee has no right of appeal to the Civil Service Commission although the Commission may, at its discretion, return the employee's name to the list for appointment to some other department.

2. *Are the rates of pay fixed under salary standardization schedules by the Board of Supervisors for certain per diem crafts legally established?*

The City Attorney ruled that it is not required by the charter that the Board of Supervisors adopt at one time a complete salary standardization schedule covering the entire service, and that the action of the Board of Supervisors in the spring of 1940 in adopting an ordinance fixing salary standardization schedules which applied only to certain per diem crafts affiliated with the San Francisco Labor Council and the San Francisco Building Trades Council is permissible under the charter. Furthermore, when adopted by the Board of Supervisors on report and recommendation of the Civil Service Commission as provided by charter, the specific schedules are legally established and it is mandatory that they be paid by the departments.

3. *May an employee transferred to a lower paid position under the disability provisions of the charter thereafter be increased to the minimum salary subsequently fixed by charter amendment for civil service employments?*

There is a provision in our charter which permits employees who become disabled through age, accident or other disability, to be transferred to a position of a different classification within his capacity, but the salary of such employee may not thereafter be increased.

Because of physical disability, the employee in question was transferred from a position of Woman Attendant in the Juvenile Court to a position of Orderly in the San Francisco Hospital, with a consequent reduction in salary from \$122.50 to \$90 per month. Subsequently a charter amendment was approved by the people of San Francisco fixing a minimum wage of \$106 per month for any full-time position subject to civil service.

The City Attorney ruled that the transfer provision is a general one, whereas the charter amendment fixing a minimum wage of \$106 per month is a specific provision dealing with minimum salaries, and for that reason and also because the latter provision was adopted later, it prevails over the former.

4. *Is the rule of the Civil Service Commission permitting salary increases during the year from an amount less than the entrance salary recommended for such position to an amount not in excess of such salary legal?*

There is a provision of the charter which requires that all increases in compensation for officers and employees shall be determined at the time of the preparation of the budget and annual salary ordinance. There has been incorporated in the annual salary ordinance each year a provision to the effect that if a position established therein becomes vacant,

the employee appointed to such position shall be appointed at not more than the entrance salary, and the salary shall not be increased above the entrance salary during that fiscal year.

Pursuant thereto the Commission has adopted a rule which permits an employee receiving less than the minimum salary to be advanced to the minimum if a position of the same classification, under the same appointing officer, carrying the regular compensation, becomes vacant during the year. Under this rule the employee already in the service at less than the entrance salary is advanced to the entrance salary and a new appointment is made to the position carrying the lower salary. The Controller questioned the legality of this rule and procedure.

The City Attorney advised that the provision of the charter referred to above deals with increases in salaries of officers and employees in the positions they occupy at the time the budget is prepared. He stated that this language would not prevent an employee from accepting a different position from the one he was occupying, and being paid the compensation fixed in the budget for such position, subject to other restrictions which prohibit increases in salary at any time to an amount in excess of the maximum rate fixed for such position in the schedules recommended by the Civil Service Commission; and he advised that the rule of the Civil Service Commission referred to above is legal.

Subsequently the City Attorney modified this opinion by ruling that it applied only to cases in which the higher salary does not exceed the *entrance salary* recommended for such position by the Civil Service Commission. This modification was based on the provision of the annual salary ordinance referred to above. (*When the salary ordinance for the fiscal year 1941-42 was presented to the Board of Supervisors, employee organizations prevailed upon the Supervisors to delete the provision referred to above and to substitute therefor a provision which would permit advancing employees to not more than the maximum fixed for their classification when such higher paid vacancies occur, providing the higher salary is budgeted.*)

5. Does the charter restrict leaves of absence for the purpose of leaving the city and county service to a total of six months for the life of the employment?

The charter provides that leaves of absence shall be governed by rules established by the Civil Service Commission, provided that leaves for the purpose of leaving the city and county, taking a position outside the city and county service, or accepting a position in some department of the city and county other than the one in which the individual is employed and where the duties are in no way related to the duties covered by the civil service classification, shall be limited to six months. The Free-

holders wrote this provision into the charter which became effective in 1932 to prohibit abuses which had occurred under the former charter wherein a large number of employees had been granted leaves extending over periods of from five to twenty years while they occupied other positions in private employment, or in other municipal, state, or federal service. When the present charter became effective, the Commission adopted a rule which allowed the employees leave or leaves for the purposes stated, for a total period not exceeding six months throughout the employee's entire service.

The City Attorney ruled that the above provision of the charter refers to a single leave of absence and does not mean that not more than one six months' leave may be granted. He further ruled, however, that leaves for the purposes stated should be granted carefully and not indiscriminately, as it is the intent of the charter to restrict such leaves to a reasonable basis and to prohibit the practice that had grown up under the former charter. Thereupon the Civil Service Commission amended its rule to provide that if the employee has been on leave of absence for the purposes as stated for an aggregate of six months, no further request for leave of absence for the purposes recited shall be approved by the Civil Service Commission unless he has actually served in his position for a period of one year immediately prior to his request, and further, unless it is clearly shown that the intent of the charter and the rule, namely, to prevent employees' retaining status in their civil service positions for unduly long and extended periods while occupying other positions in or out of the San Francisco municipal service, would not be circumvented by the approval of such request.

The City Attorney advised that the amended rule is in accord with the provisions of the charter dealing with leaves of absence.

6. Is residence conclusively determined by voting address?

Under our charter it is provided that employees of the city and county must be residents of the city and county, and must remain such residents throughout their employment, and that all employees, except members of the Police and Fire Departments, must have such residence for at least one year immediately prior to appointment. Members of the Police and Fire Departments are required to have been residents of the city and county for five years immediately prior to their appointment.

The Civil Service Commission, for purposes of administration, has adopted a rule which requires applicants and eligibles for employment to possess the same qualifications required of employees. In order to establish a uniform rule to determine resi-

dential qualifications, the Commission has also adopted a ruling as follows:

"Registration to vote shall be accepted by the Civil Service Commission in the absence of evidence to the contrary, as presumptive or prima facie evidence of residence at the voting address. Evidence of legal residence at an address different from that at which registered to vote, must be sufficient to satisfy the Commission beyond all doubt that the individual had, at the time of registration or voting, a legal residence at a place different from his voting address."

An individual filed an application to participate in an examination and stated that he had resided in San Francisco from 1933 to July, 1939, and that at the end of July, 1939, he removed to a different county for a period of three months. He registered and voted in this other county during his three months' residence therein. He then removed to a different state where he remained for a year or until September, 1940, when he returned to San Francisco. He stated that he had never intended to abandon his San Francisco residence, and as evidence thereof showed that he and his wife or parents-in-law have continuously owned a home in San Francisco where he has resided for most of the time.

The City Attorney advised that the fact that this applicant went to a different county for a few months for summer vacation and registered and voted therein, and that he removed to a different state for a year did not necessarily establish an intent to change his residence from San Francisco, and that such facts did not establish a complete union of act and intent upon the part of this applicant. He further ruled that the Commission should consider all facts and try to determine what was the intent of this applicant when he removed from the city. The Commission held that the applicant had vacated his San Francisco residence.

7. *Does the residence of the husband of a woman employee determine the residence of the employee?*

In this instance the husband of an employee of the city lives in a different county where he votes and owns and maintains a home for his family. The employee maintains a residence within the City and County of San Francisco, but on week-ends and on other occasions visits her husband at his place of residence. This employee votes in the City and County of San Francisco and has never claimed residence outside of the city and county.

The City Attorney held that the old English common law does not apply, and that the residence of the husband does not necessarily determine the residence of the wife, and that under the facts stated the employee in question is a resident of the City and County of San Francisco.

8. *Do employees of a public utility purchased or otherwise acquired by the city have seniority as city employees from date of acquisition of the utility by the city, or from date of employment by the utility?*

The charter of this city provides that upon acquisition of a public utility the operating employees thereof shall be taken over under the civil service provisions of the charter and shall retain their positions thereunder subject to certain requirements of prior service, citizenship, etc.

The City Attorney advised that if the city should acquire a utility such as the Market Street Railway (a privately owned and operated system), employees of such system who acquired civil service rights thereby would have seniority of service from date of acquisition only, and that their seniority rights with the city would not include prior service had under private ownership.

9. *Is a Civil Service Commissioner entitled to leave of absence from his municipal office while serving as a naval officer under the United States Government?*

In the fall of 1940 a charter provision was adopted by the people authorizing leaves of absence to officers, employees and eligibles called to military service in time of peace. Several other protective provisions were included in this amendment to run during the service of the officers, employees or eligibles. The former charter provision covered leave of absence to such officers, employees and eligibles in time of war only.

The City Attorney ruled that the provision of this amendment of the charter was a legal provision and that under the amendment any officer, employee or eligible of the city and county, including a member of the Civil Service Commission, is entitled to a leave of absence from such office, employment or eligibility for the duration of his service in the military forces of the United States, and that such absence does not vacate his municipal office, employment or eligibility.

10. *May municipal employees who were inducted into the military service before receiving or completing their vacation receive pay for such vacation for a period extending beyond their induction into the military service?*

Several employees had earned vacations by reason of service with the city and county, but they were called into the military service before they had actually received their vacations.

The City Attorney ruled that an employee is entitled to a vacation which he has earned by prior service so long as he continues in his employment, but that upon induction into the military service of the United States government such employee

ceases to be employed by the city and county and becomes employed by the United States government. Therefore such employees may not be allowed pay for vacations beyond the date of their induction into the federal service.

11. May the Board of Supervisors pass retrospective or retroactive emergency salary and appropriation ordinances?

The request for this opinion arose in connection with the litigation of *McKinley v. Boyd*, referred to above. Pending the outcome of that litigation the Commission agreed to submit salary ordinance amendments reflecting reclassifications, re-allocations and retitlings ordered by the Civil Service Commission pursuant to the duty imposed upon it by the charter. This was in accordance with the Controller's interpretation of the law. Subsequently the Controller required also that a supplemental appropriation ordinance must accompany each salary ordinance amendment and questioned the validity of any ordinance making such re-allocation or retitling effective prior to the effective date of the ordinance.

The City Attorney advised that the Board of Supervisors may legally pass such ordinances, which may provide that the effective date of such change shall antedate the effective date of final passage by the Board of Supervisors, as such ordinance would be only a procedural ordinance.

12. Do provisions of the budget or provisions of the salary ordinance prevail where differences exist between the two in respect to wage scales or titling of positions?

This inquiry also arose out of the *McKinley v. Boyd* litigation.

The City Attorney advised the Controller that where a difference exists in the salary or wage fixed for a particular position as between the budget estimates approved by the Board of Supervisors and the salary ordinance, also approved by the Board of Supervisors, the provisions of the budget shall prevail, but if the difference is in respect to the titling or classification of such position, the salary ordinance shall prevail.

13. Is it required that payrolls of the Board of Education for teaching and other certificated personnel be submitted to the Civil Service Commission for approval prior to audit by the Controller and payment by the Treasurer?

The City Attorney ruled that there is no legal necessity for prior approval of the payrolls of these employments by the Civil Service Commission, as the Board of Education has complete and sole authority and jurisdiction over the employments and the fixing of salaries therefor.

Charter Amendments

Five charter amendments dealing with civil service were submitted to the electorate during the fiscal year 1940-41. Each of these amendments was approved by the voters and was subsequently ratified by the legislature. In addition, one charter amendment, extending civil service to Municipal Airport employments, which was adopted by the people at a special election in May, 1940, was ratified by the legislature during the fiscal year 1940-41 and became effective. A brief outline of these charter amendments follows:

1. *Extending civil service to Airport employments:* This amendment was approved by the people in May, 1940, but the proponents did not submit it to the legislature for ratification until the spring of 1941, when it was ratified and became immediately effective. The amendment brings all employments at the San Francisco Municipal Airport, except the position of Manager, under civil service and makes them subject to examination. Occupants of the positions who had been employed for one year prior to the effective date of the amendment acquired civil service status in their positions. These employments, including the Manager, have all been subject to classification for salary purposes since 1932. About 22 positions are involved.

2. *Extending civil service to the employments in the Library Department:* This amendment was approved by the people at the November, 1940, election and was ratified by the legislature in the spring of 1941. The amendment provides that all employments in the Library Department, excepting the Chief Librarian, the Secretary of the Board of Library Trustees, and part-time employments carrying compensations of less than \$80 per month, shall become subject to civil service on January 1, 1942. It also provides that occupants of the positions who have been employed for one year immediately preceding the effective date of the amendment shall acquire civil service status in their positions.

Heretofore, technical positions of the Library Department, such as Librarian and Assistant Librarian, have been exempt from both civil service and salary standardization. Non-technical employments have been exempt from civil service but subject to salary standardization. Under the amendment, the technical employments continue exempt from salary standardization. The amendment extends civil service to 234 employments.

3. *Extending civil service to the employments in the Park Department:* This amendment was adopted at the November, 1940, election and was ratified by the legislature in the spring of 1941. It provides that all employments in the Park Department, except the Secretary of the Board of Park Commissioners, the Superintendent of Parks, the Super-

intendent of the Zoo, and part-time employments carrying compensations of less than \$80 per month, shall become subject to the civil service provisions of the charter and to the salary standardization provisions of the charter effective September 1, 1941. It also provides that occupants of such positions who have been employed in their respective positions for one year immediately preceding the effective date of the amendment shall acquire civil service status therein. All employments in the Park Department have heretofore been exempt from both civil service and salary standardization. The amendment extends civil service to 557 employments in the Park Department.

4. *Restricting Police and Fire promotional examinations to written tests which shall relate solely to the duties of the position, and providing that credits for seniority of service shall be weighted at 15% of the total examination and that credits for ascertained merit shall be weighted at 10% of the total examination, and prescribing the method of allocating such credits:* In our last annual report, we referred to a similar charter amendment which had been drafted and sponsored by certain members of the Police and Fire Departments. The proposed amendment, when finally submitted to the Board of Supervisors for inclusion on the ballot at the May, 1940, election, dealt only with promotional examinations in the Fire Department. However, due to the opposition of the Civil Service Commission, the board refused to order the charter amendment included on the May, 1940, ballot.

Subsequently, the charter amendment was re-drafted to include promotional examinations in both the Fire and Police Departments. The revised amendment was ordered submitted to the electorate by the Board of Supervisors, was approved by the people at the November, 1940, election, and was ratified by the legislature early in 1941. The amendment is therefore now in effect.

This amendment was vigorously opposed by the Civil Service Commission, which felt that the adoption of the proposed amendment would halt the installation of modern examination procedures in the recruitment of employees for the higher ranks in the Police and Fire Departments. Practically all civic organizations in the city joined with the Commission in opposing it but the amendment was carried by a comparatively small majority with the active support of political groups and of the newspapers.

The adoption of this amendment will very seriously impair the efforts of the Commission to modernize our examinations to recruit personnel for the superior positions in these two departments.

(For a discussion of the effect of this amendment see Section 2 of this report.)

5. *Authorizing leaves of absence to officers, employees, and eligibles called to the military service in time of peace:* Heretofore, our charter has made adequate provision for leaves of absence to officers, employees, and eligibles who may be called into the military service in time of war. However, the national emergency proclaimed by the President, under which the National Guard and reserve officers of the federal military forces were called into service, and the adoption and operation of the Selective Service Act necessitated the extension of these protections to employees and eligibles who might be affected thereby in time of peace. The Civil Service Commission collaborated in drafting an amendment to the charter which authorizes leaves of absence to officers, employees, and eligibles who are serving in the military force of the United States when this country is not at war. The amendment also provides that wherever such officers, employees, or eligibles are inducted into any service for national defense or preparedness under lawful order of any officer of the State of California or of the United States government, they shall be granted leave of absence from their municipal employment or eligibility during such service. It was expected that this language would be broad enough to authorize leaves to such employees and eligibles who accepted employment deemed essential to any national defense or preparedness activity but the City Attorney has since ruled that such is not the case and that unless the officer, employee, or eligible is in the military service or unless by "lawful order" he is engaged in other employment deemed essential to the defense program, he is not entitled to leave of absence from his municipal employment. Since no authority exists to issue such "lawful order" requiring an individual to accept other employment, the language dealing with leaves to accept employment essential to the national defense or preparedness program has no force or effect. The charter amendment provides that an eligible granted leave of absence from his status of eligibility whose name is reached for permanent appointment during his leave shall maintain his eligibility throughout the period of his military service even though the list on which his name appears should expire during such service. This amendment was approved by the people at the November, 1940, election and was ratified early in 1941 by the legislature and is now in effect.

6. *Granting civil service status to employees of a public utility acquired by the City under lease or other temporary arrangement:* Heretofore, the charter has provided for granting civil service status to employees of a public utility acquired under purchase by the City but no provision was made under the former charter provisions for civil service status of employees of a utility which might be leased for a temporary period by the City. The amendment was drafted as a part of the program under

which the City sought to lease the electric light and power distributing system located in the City and County of San Francisco now owned and operated by the Pacific Gas and Electric Company. After the adoption of the charter amendment at the November, 1940, election and the subsequent ratification of the amendment by the legislature, the Secretary of the Interior ruled that the proposed leasing arrangement was illegal and therefore the charter amendment will not serve the purpose for which it was designed.

Under the amendment as adopted, employees in the operating service of any public utility leased by the City shall continue in their respective positions and shall be deemed appointed to such positions under the civil service provisions of the charter. Should the City thereafter permanently acquire the utility, these employees would remain permanent employees of the City and County, but should the lease be terminated, the civil service status of such employees would thereby be likewise terminated.

Amendments to Administrative Rules

We include herewith a summary of the amendments made by the Civil Service Commission during the fiscal year to its rules of administration. These are as follows:

Rule 3—Applications, amended December 11, 1940

Where experience is a minimum qualification, applicants were formerly required to obtain the signatures of their employers, certifying to the service claimed. As amended, the rule requires that applicants record their experience on the application form and swear to the truth of their statement, thus waiving the signatures of the former employers.

Rule 26—Reduction in Force, amended December 18, 1940

This amendment amplifies the rule on "Holdovers". ("Holdover" is San Francisco terminology

for a Re-employment List.) It provides that "holdovers" may waive a call for temporary return to duty if permanently employed outside the city and county service.

Rule 30—Annual Vacation, amended September 25, 1940

The rule of the Commission was amended to conform to a "vacation" ordinance adopted by the Board of Supervisors.

Rule 30a—Overtime, amended July 24, 1940

This rule was amended by adding a provision that no part-time employee shall be allowed to accumulate time off for overtime worked.

Rule 31—Leaves of Absence without Pay, amended September 18, 1940

This rule was amended to conform to the opinion of the City Attorney that leaves of absence for the purpose of accepting employment outside the municipal service are not limited to six months in the aggregate.

Rule 31.1—Military Leaves, amended March 26, 1941

This rule was amended to conform to the charter amendment adopted at the November, 1940, election.

Rule 43—Suspension of Rules, amended June 11, 1941

The consent of all three commissioners was formerly required in order to suspend a rule. The amendment provides that when one commissioner is absent on military leave, or is absent from the state on leave, or when a vacancy exists on the Commission, a rule may be suspended with the consent of the two remaining commissioners.

SECTION 6. EXHIBITS

EXHIBIT No. 6

ANNUAL EXPENDITURES BY THE CIVIL SERVICE COMMISSION

By Fiscal Years from July 1, 1930 to June 30, 1941, and
APPROPRIATIONS FOR THE FISCAL YEAR 1941-42

Fiscal Year	*No. of Perm. Employees	Total Expenditures	SALARIES		Materials and Supplies†	Contractual‡	Equipment‡
			Permanent	Temporary			
1930-31	9	\$43,481.60	\$26,820.00	\$11,080.53	\$3,982.82	\$ 984.77	\$ 613.48
1931-32	9	53,634.47	26,820.00	21,614.18	2,054.19	630.27	2,515.83
1932-33	12	49,731.80	39,620.00	6,316.99	2,202.58	1,209.02	383.21
1933-34	12	51,641.70	34,899.00	11,919.19	3,450.28	1,043.37	329.86
1934-35	14	57,179.11	39,260.00	11,092.66	3,859.87	2,179.31	787.27
1935-36	16	60,071.41	43,963.79	10,239.17	2,657.46	1,742.08	1,468.91
1936-37	17	68,285.72	50,727.73	11,675.92	2,638.14	1,007.26	2,236.67
1937-38	19	92,582.18	54,234.55	17,660.33	6,112.86	3,148.11	4,054.58
1938-39	19	70,369.66	53,994.00	10,788.31	3,775.87	1,811.48	—
1939-40	22	69,509.75	56,341.28	6,755.11	4,402.81	2,010.55	—
1940-41	23	73,853.16†	56,510.85	8,577.61	4,624.65	3,509.90	630.15

APPROPRIATIONS

Fiscal Year 1941-42

1941-42	23	80,537.00	63,282.00	8,900.00	2,500.00	4,855.00	1,000.00
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*Three Civil Service Commissioners are not included in number of employments but compensation at \$100 each per month is included in expenditures and appropriations.

†An additional appropriation of \$3,800 was requested and provided to conduct examinations made necessary by vacancies occurring through the operation of the Selective Service Act and the national defense program, and for the purpose of classifying employments in the Park and Library Departments, which become subject to Civil Service during the year 1941-42.

‡Variations from year to year in the amounts expended for materials and supplies, contractual services, and equipment are explained in part by readjustments from time to time in the Controller's "Objects of Expenditure" regulations.

EXHIBIT No. 7

**TOTAL PERMANENT EMPLOYMENTS ESTABLISHED AS OF JUNE 30, 1941, INCLUDING
ELECTIVE OFFICIALS AND OTHER OFFICIALS BUT EXCLUSIVE
OF MEMBERS OF BOARDS AND COMMISSIONS**

Department	Total Number of Positions	Subject to Classifica- tion	Subject to Examina- tion	Subject to Salary Standardi- zation
Adult Probation	10	10	9	10
Art Commission	2	2	—	2
Assessor	77	76	73	76
California Palace Legion of Honor.....	25	—	—	—
Chief Administrative Officer.....	5	4	2	4
City Attorney	21	20	—	20
City Planning Commission.....	6	6	5	6
Civil Service Commission.....	23	23	22	23
Controller	105	104	100	104
Coordinating Council	2	2	1	2
Coroner	23	23	18	23
Distriet Attorney	38	37	—	37
Education, Board of	577	577	533	577
Certificated Personnel	3,171	—	—	—
Electricity	80	80	80	80
Finance and Records:				
County Clerk	52	52	52	52
Director	2	2	1	2
Public Administrator	13	13	9	12
Recorder	38	38	38	38
Registrar	22	22	21	22
Tax Collector	51	51	50	51
Fire	1,255	1,254	1,223	43
Horticultural Inspection	7	7	7	7
Juvenile Court	63	63	61	63
Law Library	3	—	—	—
M. H. de Young Memorial Museum.....	45	—	—	—
Mayor	14	13	10	13
Municipal Court	72	60	59	60
Park	557*	—	—	—
Permit Appeals	1	1	—	1
Police	1,344	1,244	1,244	42
Public Defender	4	3	—	3
Public Health	1,668	1,668	1,463	1,668
Public Library	234*	38	—	38
Public Utilities	2,018	2,017	1,996	2,017
Public Welfare	230	230	224	230
Public Works	1,081	1,080	1,077	1,080
Purchasing	126	126	125	126
Real Estate	25	25	22	25
Recreation	197	197	173	197
Retirement System	14	14	12	14
Scaler of Weights and Measures.....	7	7	7	7
Sheriff	124	123	120	123
Superior Court	42	20	—	20
Supervisors, Board of.....	25	14	13	14
Treasurer	15	14	14	14
War Memorial	41	41	38	41
Totals.....	13,555	9,401	8,902	6,987

Total Number of Positions Exempt from Classification 4154*

Total Number of Positions in Classified Service Exempt from Examination 499

Total Number of Positions in Classified Service Exempt from Salary Standardization..... 2414

*Library and Park employments become subject to classification on January 1, 1942 and September 1, 1941, respectively, by charter amendment.

EXHIBIT No. 8

**EXAMINATIONS COMPLETED EACH FISCAL YEAR
July 1, 1931 to June 30, 1941**

Fiscal Year	Number of Examinations Completed and Lists Adopted	Number of Applicants	Number of Participants	Number Qualified and Placed on Eligible Lists	Number Not Qualified
1931-32	153	10,800	7,790	3,235	4,555
1932-33	61	5,150	4,253	1,901	2,352
1933-34	37	13,481	10,179	2,187	7,992
1934-35	38	4,927	3,576	1,460	2,116
1935-36	45	15,820	10,555	3,481	7,074
1936-37	105	7,785	5,698	2,300	3,398
1937-38	109	15,835	10,927	4,422	6,505
1938-39	94	15,041	10,296	3,437	6,859
1939-40	65	6,088	4,122	1,196	2,926
1940-41	72	12,902	7,160	5,179	1,981

EXHIBIT No. 9

**SUMMARY OF EXAMINATIONS COMPLETED
July 1, 1940 to June 30, 1941**

Type	Number	Number of applications filed	Applications rejected	Applications accepted	Number of participants	Number failed to respond	Number of eligibles	Number of ineligibles
Entrance	52	12,652	2,619	10,033	6,948	3,085	5,065	1,883
Promotive	20	250	5	245	212	33	114	98
	72	12,902	2,624	10,278	7,160	3,118	5,179	1,981
			20.34% of total applications filed	79.66% of total applications filed	69.66% of total applications accepted	30.34% of total applications accepted	40.14% of total applications filed 72.33% of partici- pants	15.35% of total applications filed 27.67% of partici- pants

EXHIBIT No. 10

**ANALYSIS OF PROTESTS CONCERNING QUESTIONS USED IN EXAMINATIONS
OR THE KEY ANSWERS**

Number of items included in written tests.....	14,885
Items eliminated without protest by participants.....	23
Items eliminated on protests by participants.....	115
Key revised on protests by participants.....	78
Other miscellaneous protests concerning examinations.....	7

ANALYSIS OF PROMOTIONAL EXAMINATIONS COMPLETED JULY 1, 1940 TO JUNE 30, 1941

Examination consisted of tests as follows:

Number of applications filed
Number of applications rejected
Number of applications accepted
Number of participants
Number of ineligible
Number of eligibles
Knowledge of duties (written)
Intelligence (and/or aptitude) (written)
Other tests
Oral test
Ascertained merit and ability and County service

Lower ranks permitted to participate

CLASS TITLE

Administrative Assistant, Assessor's Office.....	5	0	8	5	1	4	70%	20%	—	10%	—	Supervisor Personal Property Records; Supervisor Real Property Records; Director of Service; Land Appraiser; Building Appraiser; Property Auditor; Civil Engineering Draftsman; Blockbook Draftsman. General Clerk-Stenographer; Stenographer-Typist (old class).
Assistant Clerk, Board of Supervisors.....	3	0	3	3	0	3	40%	30%	—	20%	10%	Senior Bookkeeper, Senior Bookkeeping Machine Operator.
Assistant Supervisor Disbursements, Controller's Office	9	0	9	9	4	5	70%	—	—	20%	10%	Head Clerk, Law Clerk, Registrar's Office; Custodian of Voting Machines; Deputy, Registrar's Office (old class).
Chief Clerk of Registration, Registrar's Office	4	0	4	4	1	3	70%	—	—	20%	10%	General Clerk; General Clerk-Stenographer; General Clerk-Typist; Senior Clerk; Senior Clerk-Typist and Stenographer-Typist; Ordinary Clerk; Copyist (old class).
Civil Law Clerk, County Clerk's Office.....	29	2	27	19	14	5	70%	—	—	20%	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Head Clerk, Municipal Railway.....	21	0	21	17	14	3	70%	—	—	20%	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Hoseman, Ships and Docks.....	14	0	14	8	2	6	70%	20%	—	10%	—	Head Clerk, Law Clerk, Registrar's Office; Custodian of Voting Machines; Deputy, Registrar's Office (old class).
Secretary, Recreation Commission (male).....	14	0	14	13	9	4	70%	—	—	20%	10%	General Clerk; General Clerk-Stenographer; General Clerk-Typist; Senior Clerk; Senior Clerk-Typist and Stenographer-Typist; Ordinary Clerk; Copyist (old class).
Senior Accountant, Board of Education.....	2	0	2	2	1	1	70%	—	—	20%	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Senior Accountant, Controller's Office.....	9	0	9	9	6	3	70%	—	—	20%	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Senior Bookkeeper, Board of Education.....	34	0	34	32	23	9	90%	—	—	—	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Senior Bookkeeping Machine Operator, Public Utilities Commission.....	12	0	12	12	5	7	40%	30%	—	20%	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Senior Civil Engineering Draftsman, Department of Public Works.....	14	1	13	12	6	6	70%	—	—	20%	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Senior Personnel Assistant.....	4	0	4	4	0	4	80%	—	—	—	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Senior Pharmacist.....	3	0	3	3	0	3	90%	—	—	—	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Senior Social Service Worker, Department of Public Health.....	11	0	11	11	7	4	70%	—	—	20%	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Supervising Personal Property Appraiser.....	5	0	5	5	0	5	70%	—	—	20%	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Supervisor Real Property Records, Assessor's Office	2	0	2	2	1	1	90%	—	—	—	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Switch Repairer	22	1	21	17	13	4	90%	—	—	—	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
Teller, Tax Collector's Office.....	30	1	29	25	7	18	90%	—	—	—	10%	Senior Clerk; General Clerk; Experienced Clerk (old class).
TOTALS	250	5	245	212	114	98						

ANALYSIS OF ENTRANCE EXAMINATIONS COMPLETED JULY 1, 1940 TO JUNE 30, 1941

EXHIBIT No. 12

CLASS TITLE

CLASS TITLE	Examination consisted of tests as follows:										Minimum qualifications established as follows:			
	Number of applicants	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligibles	Number of eligibles	Knowledge of duties (written)	Intelligence and/or aptitude (written)	Oral test	Other tests	Experience	Education	Physical	Maximum age limit
Addressing Machine Operator	84	25	59	54	40	14	30	20	20	50 ^a	X			
Administrative Assistant to the Mayor	27	18	9	6	3	3	80	20	20		X			
Agricultural Instructor, Boys' Ranch School	2	0	2	2	1	1	50	30	20		X			
Asphalt Worker	118	40	78	72	37	35	100				X			
Assistant Director, Boys' Ranch School	13	7	6	4	1	3	80	20	20		X			
Assistant Marine Surveyor	10	5	5	3	1	2	80				X			
Assistant Secretary-Actuary	2	0	2	1	0	1	80			20 ^a		X		
Bridge Attendant	2,534	104	2,430	1,568	1,394	174	80	20	20		X			
Building Appraiser	42	11	31	22	13	9	60	20	20		X			
Building Inspector	70	27	43	38	20	18	60	20	20		X			
Coroner	11	0	11	8	4	4	80				X			
Dental Hygienist	5	0	5	5	0	5	80				X			
Director of Boys' Ranch School	13	8	5	2	0	2	80	40	20		X			
Elevator Operator	207	67	140	113	44	69	40	40	20	50 ^a	X			
Fire Dispatcher	27	3	24	19	4	15	50	30			X			
Food Chemist's Assistant	31	9	22	20	12	8	70	30		50 ^a		X		
General Clerk Stenographer (male)	189	15	174	119	72	47	25	25	47	50 ^a		X		
General Clerk Typist (male)	471	26	445	282	110	172	50	30	20		X			
Inspector of Weights and Measures	138	35	103	75	67	8	80			20 ^a		X		
Keeper, Sheriff's Office	2,534	104	2,430	1,568	1,394	174	80			10 ^a	X			
Kitchen Helper	322	127	195	168	9	159	90			X ^a		X		
Laborer	1,500	1,182	318	318	105	213	60	20	20		X			
Land Appraiser	27	9	18	12	4	8	100				X			
Machinist	87	20	58	53	25	28	80		20		X			
Male Attendant—Juvenile Detention Home	112	57	55	49	31	18	80		20		X			
Marine Surveyor	10	6	4	4	1	3	80	20			X			
Marker and Distributor	51	17	34	30	11	19	80				X			
Morgue Ambulance Driver	20	4	16	15	10	5	100				X			
Nutritionist	11	3	8	7	2	5	80		20	10 ^a		X		
Orderly	62	23	39	33	3	30	90			10 ^a		X		
Pharmacist	377	153	224	213	31	182	40	20	20		X			
Plumbing Inspector	70	16	54	45	35	10	60	20			X			
Porter	34	1	33	25	15	10	90			10 ^a		X		
Property Auditor, Assessor's Office	229	94	135	112	31	81	90	20	20		X			
Psychologist	121	44	77	52	29	23	80	20	20		X			
Ranch School Maintenance Man	30	27	3	3	0	3	50	30	20		X			
Rat Catcher	14	9	5	3	0	3	60	20	20	20 ^a	X			
Registrar of Voters	8	3	5	4	1	3	50	10	20		X			
Senior Psychologist, Juvenile Court	7	5	2	2	0	2	80	20	20		X			
Sorter	31	16	15	15	7	8	80	20			X			
Starcher	22	14	8	8	4	4	80	20			X			
Structural Engineer	7	0	7	3	1	2	100				X			
Tabulating Alphabetic Key Punch Operator	35	9	26	22	5	17	30	20		50 ^a	X			
Trackman	99	52	47	47	26	21	100				X			
Tumblerman	25	5	20	20	9	11	80	20			X			
Usher, Mayor	56	50	6	6	2	4	80	20			X			
Washer	40	5	35	31	13	18	80	20			X			
Watchman	2,534	104	2,430	1,568	1,394	174	80	20		20 ^a	X			
Wrengerman	49	6	43	39	16	23	80	20			X			
X-Ray Technician	8	2	6	3	2	1	100				X			

1. Practical Test. 2. Age rated competitively. 3. Rank on list in order of priority of application. 4. Experience rated competitively. 5. A certificate of proficiency or license to practice required for admission to this examination.

EXHIBIT No. 13

MEMBERS OF BOARDS OF SPECIAL EXAMINERS

The Civil Service Commission acknowledges with appreciation the valuable services of the following citizens who, without compensation, assisted during the year in the preparation and conduct of examinations:

Name	Title
Dr. Lillie L. Bowman.....	Superintendent, Bureau of Research, Board of Education
Captain John Engler	Secretary, Police Commission
Hon. T. I. Fitzpatrick.....	Judge, Superior Court
Walter Haas	President, Chamber of Commerce
Francis V. Keesling	Attorney at Law
Albert H. Mowbray	Professor Economics, University of California
Dr. Langley Porter.....	Dean Emeritus, University of California, School of Medicine
Charles H. Turner	Vice-President and General Manager, Hastings Clothing Store

EXHIBIT No. 14

CERTIFICATIONS TO CIVIL SERVICE POSITIONS BY DEPARTMENTS

July 1, 1940 to June 30, 1941

Department	Permanent Appointments	Temporary Appointments
Adult Probation	3	—
Art Commission	—	—
Assessor	29	109
California Palace of the Legion of Honor.....	Exempt*	—
Chief Administrative Officer	—	—
City Attorney	Exempt*	—
City Planning Commission.....	2	—
Civil Service Commission.....	—	11
Controller	7	66
Coordinating Council	—	—
Coroner	3	6
District Attorney	Exempt*	—
Education, Board of	65	151
Electricity	3	7
Finance and Records		
County Clerk	8	3
Director	—	—
Public Administrator	—	—
Recorder	4	13
Registrar	1	253
Tax Collector	1	64
Fire	10	16
Horticultural Inspection	—	—
Juvenile Court	18	24
Law Library	Exempt*	—
M. H. deYoung Memorial Museum.....	Exempt*	—
Mayor	2	4
Municipal Court	19	32
Park	Exempt*	—
Permit Appeals	—	—
Police	70	16
Public Defender	Exempt*	—
Public Health	207	579
Public Library	Exempt*	—
Public Utilities Commission	189	232
Public Welfare	39	60
Public Works	127	243
Purchasing	7	13
Real Estate	2	38
Recreation	20	235
Retirement System	1	5
Sealer of Weights and Measures.....	1	—
Sheriff	10	41
Superior Court	Exempt*	—
Supervisors, Board of	3	1
Treasurer	1	—
War Memorial	12	38
Total	864	2,260

*Appointments not subject to civil service provisions of the charter.

EXHIBIT No. 15

DUTIES INVESTIGATIONS MADE DURING FISCAL YEAR 1940-41

Department	Positions Reclassified or Reallocated	New Classes Established	Duties Statements, Class Numbers or Titles Amended	New Positions Classified	Classes Abolished	Requests for Reclassifications Denied	Investigations Made in Audit of Departments Where No Change Was Made by Commission	Total
Assessor.....							2	2
City Planning.....		3						3
Civil Service.....		1						1
Controller.....			7	1	1	1	27	37
Education, Board of.....			3	24		1	1	29
Electricity.....	1			3				4
Finance and Records:								
County Clerk.....	6		1					7
Public Administrator.....			1	1		1		3
Recorder	1							1
Registrar.....							4	4
Tax Collector.....							2	2
Fire.....	1		1					2
Juvenile Court.....	1	5	1	5				12
Mayor.....		2			1			3
Municipal Court.....	1	1	3	11			20	36
Police.....				1				1
Public Health.....	15	5	9	3		4	19	55
Public Utilities.....	9	3	9	6	3	8	73	111
Public Welfare.....	2	1	2	1	1		24	31
Public Works.....	1	1	9	14	2		38	65
Purchasing.....			5	3				8
Real Estate.....			2					2
Recreation.....	1	1	2	6	1			11
Sheriff.....	1		2					3
Supervisors.....				1				1
War Memorial.....			1					1
Totals.....	40	23	58	80	9	15	210	435

EXHIBIT No. 16
TENURE INVESTIGATIONS

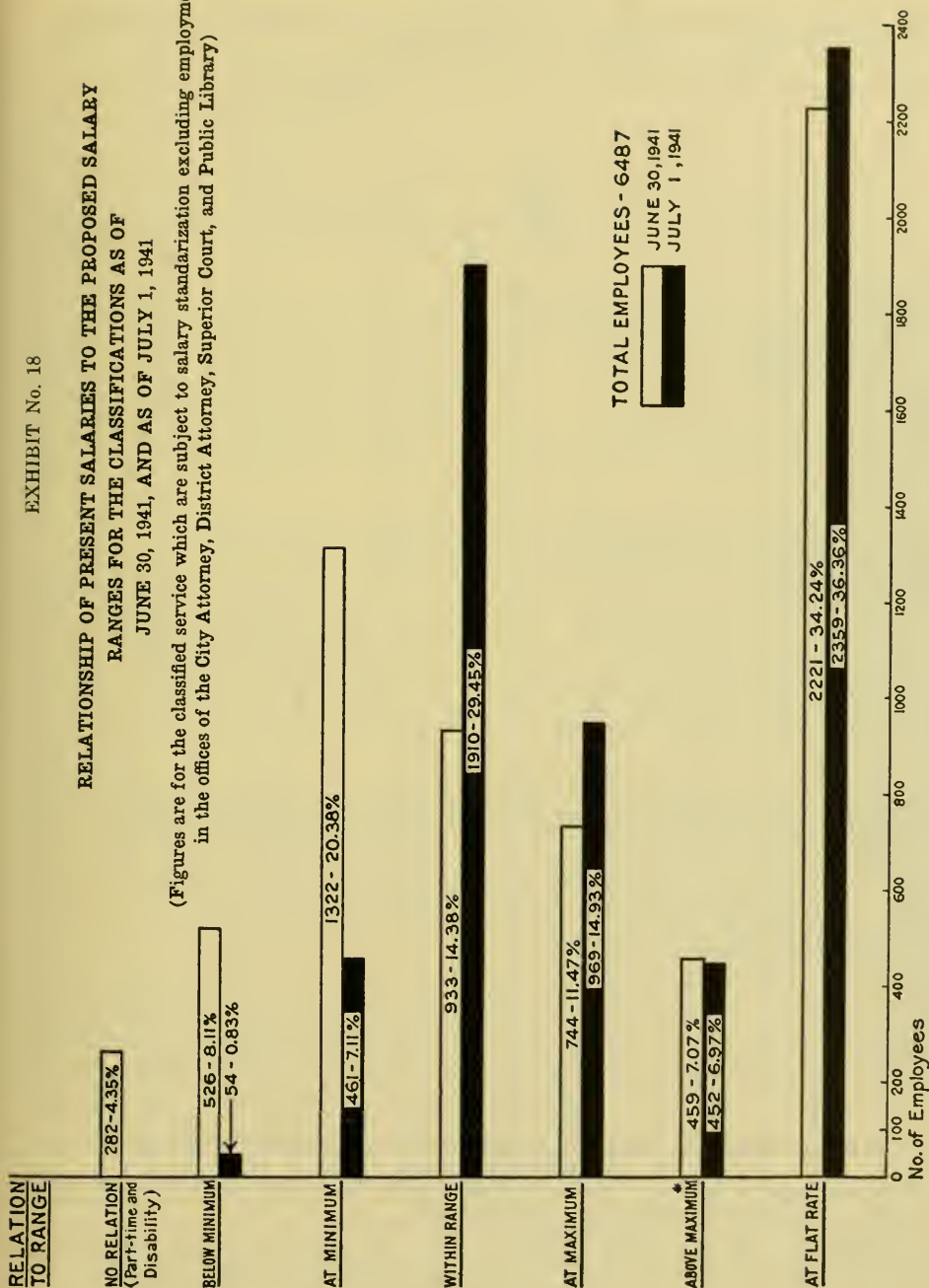
Department	Action by Civil Service Commission		Total
	Ordered filled by Permanent Appointment	Ordered filled by Temporary Appointment	
Assessor		7	7
Civil Service Commission		1	1
Controller		5	5
Education		34	34
Finance and Records			
County Clerk		4	4
Recorder		1	1
Registrar of Voters		38	38
Tax Collector		12	12
Juvenile Probation and Detention Home.....		6	6
Mayor		1	1
Municipal Court		7	7
Police		1	1
Public Health	4	126	130
Public Utilities	6	61	67
Public Welfare	2	11	13
Public Works	13	93	106
Purchasing	1	1	2
Recreation		1	1
Sheriff		4	4
Supervisors		1	1
Total	26	415	441

EXHIBIT No. 17
SALARY ADJUSTMENTS EFFECTIVE JULY 1, 1941

			Number of Employees Affected	Annual Cost of Adjustments
Mandatory under salary standardization schedules heretofore adopted			918	\$135,802
By executive recommendation in accordance with uniform policy in positions subject to salary standardization but for which salary standards have not yet been adopted:				
To entrance rate recommended for the position.....	416	\$ 81,423		
Approximately 1/3 of seniority increment.....	1,227	120,060		
Special consideration due to unusual merit or other circumstances	232	60,060	1,875	261,543
By executive recommendation in positions not subject to salary standardization			419	68,232
Totals			3,212	\$465,577

**RELATIONSHIP OF PRESENT SALARIES TO THE PROPOSED SALARY
RANGES FOR THE CLASSIFICATIONS AS OF
JUNE 30, 1941, AND AS OF JULY 1, 1941**

(Figures are for the classified service which are subject to salary standardization excluding employments in the offices of the City Attorney, District Attorney, Superior Court, and Public Library)



*Section 151 of our Charter provides that where any compensation paid on January 1, 1931, is higher than the amount recommended for the classification, said compensation shall be continued to the incumbent of such position as long as he legally holds said position.

EXHIBIT No. 19

SEPARATIONS FROM PROBATIONARY AND PERMANENT CIVIL SERVICE APPOINTMENTS
July 1, 1940 to June 30, 1941

Department	Method of termination:							Total
	Termination of probationary appointment	Lay off	Resignation	Relinquishment	Retirement	Dismissal	Death	
Adult Probation					1		1	2
Art Commission								
Assessor	1			1	1		2	5
Chief Administrative Officer								
City Planning Commission			1					1
Civil Service Commission								
Controller		1			1	1		3
Coordinating Council								
Coroner	1				1			2
Education, Board of	1	2	6	2	13		6	30
Electricity		1	1		3		1	6
Finance and Records:								
County Clerk							2	2
Director								
Public Administrator								
Recorder					2			2
Registrar of Voters					1			1
Tax Collector							1	1
Fire			3		26	1	11	41
Horticultural Inspection								
Juvenile Court	2	1	1	1				5
Mayor								
Municipal Court			1		1		1	3
Permit Appeals								
Police			7	1	23	3	11	45
Public Health	30	2	97	4	6	6	13	158
Public Utilities	5		45	1	24	3	20	98
Public Welfare	1		3	5			1	10
Public Works	2	14	12	2	32	2	19	83
Purchasing		1	3		3		1	8
Real Estate					1			1
Recreation	1	4	6				1	12
Retirement								
Scaler of Weights and Measures								
Sheriff				1	2		2	5
Supervisors								
Treasurer	1							1
War Memorial							2	2
Total	45	26	186	18	141	16	95	527

EXHIBIT No. 20

DISPOSITION OF PROBATIONARY APPOINTEES WHOSE APPOINTMENTS
WERE TERMINATED

Returned to list for appointment to other departments	33
Removed from list and eligibility cancelled	12
Total	45

EXHIBIT No. 21

DISMISSALS OF PERMANENT EMPLOYEES BY REASONS

Dishonesty	1
Habitual use of intoxicants.....	2
Inattention to duties	8
Unofficerlike conduct.....	3
Absence without leave.....	2
Total	16

EXHIBIT No. 22

DISPOSITION BY THE CIVIL SERVICE COMMISSION OF APPEALS FROM DISMISSAL

Number of appeals to the Civil Service Commission.....	2
Number of appeals sustained by the Commission.....	0
Number of appeals denied by the Commission.....	2

EXHIBIT No. 23

TERMINATION OF TEMPORARY APPOINTMENTS BY REASONS

July 1, 1940 to June 30, 1941

Unsatisfactory service	29
Failure to report or inability or unwillingness to accept assignment.....	32
Illness or physical disability.....	68
Total	129

EXHIBIT No. 24

NUMBER OF EMPLOYEES WHO TEMPORARILY OR PERMANENTLY LEFT THE CITY SERVICE DURING THE FISCAL YEAR DUE TO THE DEFENSE PROGRAM

(These employees entered the armed forces, or took employment outside the City service directly or indirectly connected with the National Defense Program)

Type of Service	Totals	Military Leaves	Business Leaves	Resignations	Relinquishment of Permanent Positions	Relinquishment of Temporary Positions
Street Railway	58	15	18	25	—	—
Hospital and Institutional Workers (non-professional)	54	19	—	25	—	10
Clerical	44	16	1	5	5	17
Engineering	24	8	9	2	—	5
Mechanical and Skilled Trades.....	19	11	4	1	1	2
Custodial	19	5	2	5	3	4
Medical (physicians-surgeons)	18	18	—	—	—	—
Fire	14	13	—	1	—	—
Welfare and Recreation	13	6	2	—	5	—
Police	11	8	—	1	—	2
Labor	9	3	1	1	—	4
Miscellaneous	8	2	1	2	—	3
Totals	291	124	38	68	14	47



PERNAU-WALSH PRINTING CO.
755 MARKET STREET
SAN FRANCISCO

SUMMARY OF THE PRINCIPAL ACTIVITIES
OF THE

SAN FRANCISCO CIVIL SERVICE COMMISSION

FOR THE FISCAL YEAR ENDED
JUNE 30, 1942

Recruitment: Like other personnel agencies, we have felt the impact of the war program in our recruitment activities. We completed 101 examinations during the fiscal year ended June 30 as against 65 to 75 examinations under normal conditions. At the end of the year there were 75 to 100 examinations incompleated or unannounced which were needed at that time to satisfy the needs of the service. Since the end of the fiscal year, the recruitment problem has become even more acute.

Under our charter, appointments may only be made from lists of eligibles established through normal examination procedures, which are set forth in the charter in considerable detail and which, by additional provisions added by various charter amendments, have become rather cumbersome.

We have sponsored a charter amendment under which we may qualify applicants for war-time appointments on the basis of informal and non-competitive tests. This amendment has been approved by the Board of Supervisors for submission to the electors at the November election and, if adopted, will alleviate our problem.

Labor Supply: The Pacific Coast in recent months has experienced the most acute labor shortage that exists in any part of the country except perhaps certain sections in the central states. As a result, it has been necessary to employ women on many occupations and employments previously open only to men. One example of this is the position of conductor on our municipal line. An examination open to women has just been completed and appointments from this list are now being made.

As an economy measure, our salary ordinance was amended the early part of this year to provide that an investigation and report as to the necessity of filling vacated positions must be made by the Civil Service Commission before any vacated position can be filled. Unfortunately this salary ordinance amendment did not meet the approval of certain of the administrative officials and the results have been somewhat disappointing although approximately \$25,000 in payrolls have been eliminated since the adoption of the amendment to the salary ordinance in May. With the support and encouragement of administrative officials, very large savings could be made.

The shortage of available personnel may force these economies because it is apparent that it is going to be impossible for the city to maintain its present personnel.

We have recently notified all departments of the immediate necessity for reducing their personnel requirements because of the inadequate and insufficient labor supply and have suggested that

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this can be done by careful study of organization, functions, and procedures and the curtailment of all but the most essential services and the reduction of the number of employments required to man the essential services. A copy of this notice is attached hereto and may be of interest to the delegates.

Salary Administration: Effective July 1, 1942, salary standardization became effective in this jurisdiction for the 8,000 employments which, under our charter, are subject to salary standardization. Approximately 2,300 policemen and firemen are exempt from salary standardization as their salaries are fixed by charter, and school teachers numbering approximately 3,500 are exempt as their salaries are fixed by the Board of Education. Due to a number of factors over which the Civil Service Commission had no control, the schedule adopted and made effective is the schedule recommended by the Civil Service Commission in 1930 and, as a consequence, many inequalities exist and the schedules in many instances do not reflect present labor conditions. A charter amendment requiring re-standardization not later than January 15, 1944 and at least every five years thereafter will be submitted to the voters at the November election.

Agency Staffing: The Commission has lost approximately half of its trained personnel, taken into the military service and other governmental agencies. As a result, several activities have been disrupted and curtailed, including a carefully planned program of audit of classifications and continuous wage studies.

Military Leaves: Under our charter, military leaves are governed by the Civil Service Commission in accordance with charter provisions. The charter provides that in time of war military leaves may be granted for services with the armed forces. A charter amendment has been submitted by the Commission which has been approved by the supervisors for inclusion on the November election ballot under which military leaves will be granted for service in the armed forces and for service in connection with the operation of ships of the Merchant Marine. It provides also that on the recommendation of the Civil Service Commission and by ordinance adopted by a vote of three-fourths of the members of the Board of Supervisors military leaves may be granted for other types of service specified in such ordinance. This is intended to permit us to handle any situations now unforeseen which may arise in the future, under which military leaves should be granted to employees in order to facilitate the war effort. It is believed that the provision under which the ordinance may be adopted only on the recommendation of the Civil Service Commission by a three-fourths vote of the Board of Supervisors is an adequate safeguard against abuses which might result in municipal employees leaving the service to accept work in private employment at higher wages. It is the policy of the commission to cooperate in every way with the established policy of the government insofar as leaves of absence to municipal employees are required but to prohibit insofar as we can the stripping of the municipal departments by defense plants that are able to offer employees much higher wages for the duration of the war.



CIVIL SERVICE COMMISSION OF SAN FRANCISCO
151 City Hall

September 22, 1942

TO ALL APPOINTING OFFICERS:

The Commission desires to call to your attention the increasing labor shortages that are already gravely affecting the recruitment of personnel for the municipal government. These shortages are becoming more acute all the time and extend now to nearly all fields of employment. Beyond doubt, the labor supply available for the municipal government in the future will be less rather than more.

The Civil Service Commission is charged with the duty of supplying employees requisitioned for appointments to positions authorized in the respective departments. The Commission is making every effort to carry out this duty. Our examinations have been revamped and streamlined, making possible a substantial increase in the number of examinations completed with our regular organization. Additional facilities have been requested to increase the examination program. A charter amendment has been submitted to the Board of Supervisors which will speed up the work of qualifying such applicants as are available for war-time employment in the municipal service.

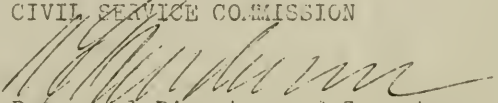
But these remedies are designed only to take full advantage of the labor supply available to us. The absorption of manpower by war activities has now progressed to the extent that the labor supply available for normal peace-time services not essential to the prosecution of the war is inadequate and insufficient. As a consequence, the municipal government can no longer obtain qualified personnel to fill all of the positions now established or to man all of the services now constituted in the respective departments.

Appointing officers as well as the Civil Service Commission should face the inevitable and take steps now to reduce their personnel requirements. The necessity for curtailing the demands of the municipal government on the diminishing labor supply is immediate--not prospective.

The Commission suggests that you review your organization, your functions, and procedures in an effort to find ways and means to (a) curtail all but the most essential services and (b) reduce the number of employments required to man essential services. These suggestions are made in an effort to lighten the burden on all of us who are charged with important duties in the municipal government. The Commission will assist in any way possible in carrying out these suggestions.

Very truly yours

CIVIL SERVICE COMMISSION



Personnel Director and Secretary





ANNUAL REPORTS

Civil Service Commission of San Francisco, California

Fiscal Year Ended June 30, 1942

Fiscal Year Ended June 30, 1943

U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON, D.C. 20540

RETIREMENT BOARD
SAN FRANCISCO CITY
FEB 24 1944
AND LOUISIANA EMPLOYEES
RETIREMENT SYSTEM
ACC

ANNUAL REPORTS

Civil Service Commission of San Francisco, California

Fiscal Year Ended June 30, 1942

Fiscal Year Ended June 30, 1943



Oath of Office of Members of the
San Francisco Civil Service Commission:

"I am opposed to appointments to the public
service as a reward for political activity and
will execute the office of Civil Service Com-
missioner in the spirit of this declaration."

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ANGELO J. ROSSI
Mayor
City and County of San Francisco

MEMBERS OF THE CIVIL SERVICE COMMISSION

JUNE, 1943



HARRY K. WOLFF
President



MILTON S. MAXWELL
Vice-President



JOHN W. BENDER
Commissioner

FOREWORD

It has been the practice of the Civil Service Commission to present a detailed report of its activities annually. Such a detailed report was not made heretofore for the fiscal year 1941-1942, but is presented in a combined report for the two fiscal years, 1941-1942 and 1942-1943.

During this period the problems the Commission has had to meet have not only increased in number but have changed in scope due to the exigencies of the wartime emergency. These new and augmented problems the Commission has met by modernizing and streamlining procedures, with the result that the functions of city and county government have continued uninterrupted to serve the community as a whole and the citizen individually.

The Commission feels it may be justly proud of its achievements of the past two years and it offers this report in the hope that it will promote fuller understanding of the Commission's work and better public relations.

CITY AND COUNTY
OF
SAN FRANCISCO, CALIFORNIA

MEMBERS OF THE
CIVIL SERVICE COMMISSION

ANGELO J. ROSSI, MAYOR

CIVIL SERVICE COMMISSION
151 CITY HALL

HARRY K. WOLFF, PRESIDENT
MILTON S. MAXWELL, VICE-PRESIDENT
JOHN W. BENDER, COMMISSIONER

WM. L. HENDERSON
PERSONNEL DIRECTOR AND SECRETARY

December 17, 1943

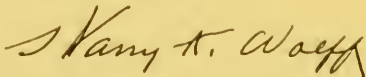
Honorable Angelo J. Rossi
Mayor
City Hall
San Francisco

Dear Mayor Rossi:

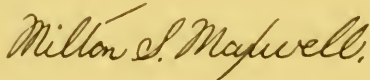
Section 19 of the Charter requires that we submit an annual report to you detailing our activities. Unfortunately, the preparation of our annual report for 1941-42 was delayed, but we submit herewith a combined report for the fiscal years 1941-42 and 1942-43.

We wish to thank you, Department heads, and employee groups for the cooperation and assistance we have received in solving the many problems which have arisen out of the war emergency. The staff of the Civil Service Commission has met the increased amount of work with excellent spirit and their enthusiasm and interest makes possible the presentation of this report, showing an excellent record of activities during a difficult time.

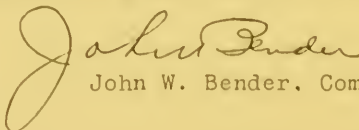
Respectfully submitted
CIVIL SERVICE COMMISSION



Harry K. Wolff, President



Milton S. Maxwell, Vice President



John W. Bender, Commissioner.

CITY AND COUNTY
OF
SAN FRANCISCO, CALIFORNIA

MEMBERS OF THE
CIVIL SERVICE COMMISSION

ANGELO J. ROSSI, MAYOR

CIVIL SERVICE COMMISSION
151 CITY HALL

HARRY K. WOLFF, PRESIDENT
MILTON S. MAXWELL, VICE-PRESIDENT
JOHN W. BENDER, COMMISSIONER

WM. L. HENDERSON
PERSONNEL DIRECTOR AND SECRETARY

May 22, 1943

The Honorable
The Civil Service Commission
City Hall
San Francisco
Gentlemen:

I am submitting to you herewith the data which have been assembled for the report of the operations of the Civil Service Commission during the fiscal years ending June 30, 1942, and June 30, 1943.

Because of the very heavily increased work load of this department and the loss of personnel and our inability to replace this personnel, the preparation and submission of this report have been delayed.

I am, however, able to say that even though many dislocations in normal operations have occurred, the work of the Commission which has been under my jurisdiction has proceeded in an orderly manner which reflects credit on the staff of the Commission.

Again it is my privilege to express my appreciation to the members of the Commission for their cooperation.

Respectfully submitted



W. L. Henderson
Personnel Director and Secretary

Section 1. PERSONNEL AND ORGANIZATION OF THE COMMISSION AND STAFF

EXHIBIT No. 1

MEMBERS OF THE COMMISSION 1900 to 1942

Commissioner	Appointed	Term Expired
J. Richard Freud	1- 8-1900	1- 5-1902*
John E. Quinn	1- 8-1900	1- 7-1902
P. H. McCarthy	1- 8-1900	1- 7-1903
Chas. A. Murdock	1- 6-1902	1- 7-1903
Louis J. Ohnimus	1- 8-1902	1- 7-1903**
Jos. R. R. Mershon	1- 8-1903	4-29-1903**
Geo. H. Bahrs	5-20-1903	1- 7-1909
	1-31-1910	1- 7-1912
John W. Rogers	1- 8-1903	12-15-1905
Chas. J. Williams	1- 8-1904	1- 7-1906
Edward F. Moran	12-18-1905	1- 7-1908
Richard Cornelius	1- 8-1906	1- 7-1910
Matthew I. Brady	1-18-1908	1-31-1910
	1- 8-1913	1- 7-1915**
Sheldon G. Kellogg	1- 8-1909	1-31-1910
Frank C. McDonald	1- 8-1910	1- 3-1912**
Chas. M. Leavy	1-31-1910	8-26-1910*
B. B. Rosenthal	9-26-1910	7- 1-1917
Earle A. Walcott	1- 8-1912	1- 3-1931*
Harry E. Michael	1- 6-1912	1- 7-1913
John J. O'Toole	1- 8-1915	1- 4-1926**
George A. Traeey	7- 1-1917	12-18-1923*
John F. Davis	1- 8-1924	6-30-1929
Hugh McKevitt	1- 4-1926	1-27-1931**
Wm. P. McCabe	7-20-1929	6-30-1935
Lewis F. Byington	1- 3-1931	1- 7-1932
Howard M. McKinley	1-27-1931	7-21-1941***
Harry K. Wolff	1- 8-1932	
Milton S. Maxwell	7- 1-1935	
John W. Bender	7-21-1941	

*Died

**Resigned

***Resigned to enter active service as Lieut.-Commander, United States Navy.

EXHIBIT No. 2

EXECUTIVE OFFICERS OF THE COMMISSION 1900 to 1942

Name	Title	Appointed	Appointment Terminated
Edward F. Moran	Secretary and Chief Examiner	January 1, 1900	December 18, 1905*
Aaron H. Powers	Secretary and Chief Examiner	December 18, 1905	December 31, 1907*
James J. Maher	Secretary and Chief Examiner	January 13, 1908	December 1, 1938**
William L. Henderson	Personnel Director and Secretary	December 1, 1938	Granted Military Leave June 9, 1943
Kathleen Dolan	Personnel Director and Secretary	June 9, 1943	

*Resigned

**Retired

PRESENT MEMBERS OF THE COMMISSION

Name	Present Office	Original Appointment
Harry K. Wolff	President	January 8, 1932
Milton S. Maxwell	Vice-President	July 1, 1935
John W. Bender	Commissioner	July 21, 1941

NOTE: Civil Service Commissioners are appointed by the Mayor for six year terms. Terms are overlapping—one Commissioner being appointed every two years. Appointments of Civil Service Commissioners are not subject to confirmation or approval by the legislative branch of the municipal government (the Board of Supervisors).

Civil Service Commissioners may be suspended by the Mayor, and may be removed from office

by the Board of Supervisors for official misconduct if the charges are sustained by a three-fourths vote of the Board after a public hearing.

These provisions governing appointment and method of removal of members of the Civil Service Commission were incorporated in the charter in order to afford members of the Commission the maximum freedom from political control or reprisal.

EXHIBIT No. 4

STAFF OF THE COMMISSION

Permanent Employments Established as of June 30, 1942

Administration:

Henderson, Wm. L.	Personnel Director and Secretary
Albert, Harry	Assistant Personnel Director
Saline, Martha	Assistant to the Secretary
Kelley, Helen	General Clerk-Stenographer
Calmenson, Jeanette	General Clerk-Stenographer

Personnel Division:

Dolen, Kathleen	Supervisor of Wage Scales and Classifications
Meagher, Clifford	Senior Personnel Assistant
Bunney, L. Ralph	Head Clerk
O'Connor, Richard	General Clerk
Hunniutt, Flora	General Clerk-Stenographer
Burgin, Wilma	General Clerk-Typist
Quinn, Joseph	General Clerk-Typist
Clisbee, Louis	Personnel Assistant

Payroll Auditing Division:

Wiebalk, August	Senior Clerk
Brady, Matthew L., Jr.	General Clerk-Typist

Examining Division:

Landreville, L. A.	Supervisor of Examinations
Smith, I. S.	Civil Service Examiner
Sues, Otto	Civil Service Examiner
Bowler, James	Civil Service Examiner
Siemens, Gretchen	Senior Personnel Assistant
Hayler, Guy	Personnel Assistant
Ryan, Cecelia	General Clerk-Typist

On Military Leave:

Fieklin, Lohn	Personnel Assistant
Creedon, Dermott	Office Assistant

Permanent Employments established as of June 30, 1943

Administration:

Dolen, Kathleen	Personnel Director and Secretary
Saline, Martha	Assistant to the Secretary
Kelley, Helen	General Clerk-Stenographer

Personnel Division:

Dolen, Kathleen*	Supervisor of Wage Scales and Classifications
Grubb, George	Personnel Assistant
Bunney, L. Ralph	Head Clerk
O'Connor, Richard P.	General Clerk
Hunnicut, Flora M.	General Clerk-Stenographer
Wehrle, Muriel	General Clerk-Typist
Quinn, Joseph P.	General Clerk-Typist
Licht, Joseph L.	Office Assistant

Payroll Auditing Division:

Wiebalk, August	Senior Clerk
Brady, Matthew L., Jr.	General Clerk-Typist
Abraham, Helen L.	General Clerk-Typist

Examining Division:

Landreville, Louis A.	Supervisor of Examinations
Smith, Stanley L.	Civil Service Examiner
Sues, Otto L.	Civil Service Examiner
Bowler, James	Civil Service Examiner
Siemens, Gretchen	Senior Personnel Assistant
Hayler, Guy	Personnel Assistant
Ryan, Cecelia	General Clerk-Typist
Burgin, Wilma E.	General Clerk-Typist

On Military Leave

Administration:

Henderson, William L.	Personnel Director and Secretary
Albert, Harry	Assistant Personnel Director

Personnel Division:

Picklin, Lohn	Personnel Assistant
Creedon, Dermott J.	Office Assistant

Examining Division:

Cadigan, Patrick	Personnel Assistant
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*On leave while acting as Personnel Director and Secretary.

DISTRIBUTION OF PERSONNEL AND FUNCTIONS

CIVIL SERVICE COMMISSION

Three Members, Appointed by the Mayor

PERSONNEL DIRECTOR & SECRETARY

Assistant to the Secretary

- 1 General Clerk-Stenographer
- Preparation of Calendars; Maintenance of Records of Commission Actions; Commission Accounts and Supplies; General Correspondence

Assistant Personnel Director

Assists in General Administration

PERSONNEL DIVISION

Supervisor of Wage Scales & Classifications

(In Charge)

- 1 Senior Personnel Assistant
- 1 Personnel Assistant
- 1 Head Clerk
- 1 General Clerk
- 1 General Clerk-Stenographer
- 2 General Clerk Typists
- 1 Office Assistant

Functions

- 1 Classification, Pay and Organization Studies
- 2 Contract Wage Scales
- 3 Examination Announcements
- 4 Information Desk
- 5 Certifications and Authorizations
- 6 Personnel Records

EXAMINING DIVISION

Supervisor of Examinations

(In Charge)

- 3 Civil Service Examiners
- 1 Senior Personnel Assistant
- 1 Personnel Assistant
- 2 General Clerk Typists

Functions

- 1 Preparation, Administration and Scoring of Tests
- 2 Preparation of Eligible Lists
- 3 Supervision of Inspection of Examination Papers
- 4 Investigation of Protests on Examination Items and Ratings
- 5 Research on Examinations and Examination Procedures

PAYROLL AUDITING DIVISION

- 1 Senior Clerk
- 2 General Clerk Typists

Functions

- 1 Checking and Approval of time rolls
- 2 Maintenance of Records of Leaves, Overtime, Vacations, etc.

PUBLIC RELATIONS AND TRAINING DIVISION

Assistant Personnel Director

(In Charge)

- 1 General Clerk-Stenographer

Functions

- 1 In-Service Training Programs
- 2 Personnel Statistics and Analysis
- 3 Conference Programs
- (a) Departmental Personnel Workers
- (b) Employee Organizations
- (c) Staff
- 4 Contacts with
- (a) Civic Organizations
- (b) Schools & Colleges

EXHIBIT No. 6

ANNUAL EXPENDITURES BY THE CIVIL SERVICE COMMISSION
By Fiscal Years from July 1, 1930 to June 30, 1943, and
APPROPRIATIONS FOR THE FISCAL YEAR 1942-43

Fiscal Year	*No. of Perm. Employees	Total Expenditures	SALARIES		Materials and Supplies†	Contractual‡	Equipment‡	Salary Survey
			Permanent	Temporary				
1930-31	9	\$43,481.60	\$26,820.00	\$11,080.53	\$3,982.82	\$ 984.77	\$ 613.48	\$ —
1931-32	9	53,634.47	26,820.00	21,614.18	2,054.19	630.27	2,515.83	—
1932-33	12	49,731.80	39,620.00	6,316.99	2,202.58	1,209.02	383.21	—
1933-34	12	51,641.70	34,899.00	11,919.19	3,450.28	1,043.37	329.86	—
1934-35	14	57,179.11	39,260.00	11,092.66	3,859.87	2,179.31	787.27	—
1935-36	16	60,071.41	43,963.79	10,239.17	2,657.46	1,742.08	1,468.91	—
1936-37	17	68,285.72	50,727.73	11,675.92	2,638.14	1,007.26	2,236.67	—
1937-38	19	92,582.18	54,234.55	17,660.33	6,112.86	3,148.11	4,054.58	—
1938-39	19	70,369.66	53,994.00	10,788.31	3,775.87	1,811.48	—	—
1939-40	22	69,509.75	56,341.28	6,755.11	4,402.81	2,010.55	—	—
1940-41	23	73,853.16	56,510.85	8,577.61	4,624.65	3,509.90	630.15	—
1941-42	23	86,206.86	62,367.95	12,080.34	3,467.17	7,313.83	977.57	—
1942-43	24	96,545.96	64,753.31	15,389.69	3,172.89	4,055.36	—	9,174.71
APPROPRIATIONS								
Fiscal Year 1943-44								
1943-44	23	105,189.00	68,940.00	15,500.00	3,500.00	7,249.00	—	10,000.00

*Three Civil Service Commissioners are not included in number of employments but compensation at \$100 each per month is included in expenditures and appropriations.

†Variations from year to year in the amounts expended for materials and supplies, contractual services, and equipment are explained in part by readjustments from time to time in the Controller's "Objects of Expenditure" regulations.

SECTION 2. SUMMARY OF MORE IMPORTANT ACTIVITIES

JULY 1, 1941 TO JUNE 30, 1942

Expenditures

It will be noted that our total expenditures rose from \$73,853 for the fiscal year 1940-41 to \$86,206 for the fiscal year 1941-42, or an increase of \$12,353. Approximately \$4,000 of the increase represents salary adjustments to members of the permanent staff and approximately \$6,000 represents an extra appropriation to handle the additional examinations made necessary because of leaves of absence to men entering the armed services, resignations and relinquishments of municipal positions by employees to accept better paid employment elsewhere and finally because of the rapid depletion of lists of eligibles.

Although our operations have been expanded to include more than 800 employments in the Park Department, the Library Department, and the municipal airport, which employments were heretofore exempt from civil service, the permanent personnel of the staff of the Commission has not been correspondingly increased. These employments represent an increase of about nine percent in the number of positions subject to civil service administration. Moreover, there has been a marked increase in the number of transactions required to service normal operations because of the large number of waivers of employment, leaves of absence, and other factors arising out of the present labor situation, and thereby a substantial increase in volume of work has resulted. The records show also an increase in the number of applications filed for examinations during 1941-42 as well as a substantial increase in number of examinations, although the increase is not by any means reflected in the number of eligibles who will actually accept appointment when offered. Apparently many persons are taking examinations without any idea of accepting employment now but to establish their eligibility for appointment at some future time. The work of checking and approving payrolls is likewise increased by reason of the large number of non-civil service appointments authorized in the absence of lists of eligibles. The work of administering leaves of absence to both employees and eligibles has increased tremendously. Salary standardization became effective for all the service as of July 1, 1942, and this will of course require continuing wage studies hereafter. New administrative problems requiring research and investigation have arisen almost weekly and these have absorbed the time of various members of the staff.

With these facts in mind, the Commission recommended and requested the creation of six new employments in the staff of the Commission but only one of these was allowed. It will be necessary that

we obtain additional facilities during the coming year if we are to continue to carry on the work of the department.

Adoption of Salary Standardization

Finally, after eighteen years, salary standardization in the San Francisco municipal service has become an accomplished fact. It was in 1924 that Mayor Rossi, then a member of the Board of Supervisors, sponsored a charter amendment calling for standardization of municipal compensations on the basis of like pay for like work and in accordance with salaries paid for similar service in private employment and other comparable governmental organizations in this state. Members of the uniformed forces of the Police and Fire Departments, school teachers, and a few other employments were exempted from this provision, leaving approximately 7,800 employments subject thereto after giving effect to recent charter amendments and proposed charter amendments to appear without opposition on the ballot at the fall election.

The history of salary standardization in this jurisdiction is rather discouraging. A proposed salary standardization schedule was presented to the Board of Supervisors for adoption in 1930 but the Board of Supervisors failed to adopt these schedules. In 1939, the Board of Supervisors adopted an ordinance approving salary standardization schedules submitted by the Civil Service Commission but later rescinded the ordinance following a referendum thereon by the electorate when the ordinance was overwhelmingly defeated. Later, in 1940, the Board of Supervisors adopted a salary standardization schedule proposed by the Civil Service Commission for craftsmen and related classifications which are paid on a per diem basis and these became effective July 1, 1940, and covered approximately 1,600 employments. The schedules were based on rates uniformly prevailing in private employment for such classifications.

Early in 1942, the Board of Supervisors decided to adopt salary standardization schedules for the balance of the employments subject thereto, totaling approximately 5,500, and to make these effective as of July 1, 1942. Obviously, there was not time for the Commission to conduct surveys of wages paid in private employment as a basis for formulating proposed salary standardization schedules based on currently prevailing conditions. It was deemed inexpedient to re-adopt the 1939 proposed salary standardization schedules which had been rejected by the people. Accordingly, the Board of Supervisors adopted the original salary standardization schedules proposed by the Civil Service Commission in 1930 except for the per diem employments for which

salary standardization schedules had been made effective in 1940.

Obviously these 1930 salary standardization schedules do not reflect present prevailing conditions. Furthermore, there were fundamental defects in the structure of the schedules as well as the underlying philosophy. The schedules recommended for the more responsible administrative posts were in many instances abnormally low. In other instances, rates recommended for classes which were normally promotional overlapped with rates recommended for the lower classifications. For these and other reasons, adjustments will have to be made which will entail a review of the entire schedules at the earliest opportunity.

The total cost of putting the 1930 salary standardization schedules into effect and giving all employees full salaries to which they are entitled on the basis of years of service was calculated to be \$514,407, exclusive of the cost of adjustments in the salary standardization schedules previously adopted for per diem employments. In order that the full initial cost would not be reflected in the 1942-43 budget, the ordinance enacting the schedules into law provided that each employee entitled to an increase would receive with the beginning of the fiscal year 1942-43 not less than two-thirds of the increase to which he was entitled in the fiscal year 1943-44. The cost of the adjustments on the basis of this formula in 1942-43 is \$230,756, and adjustments in the salary standardization schedules previously adopted for per diem employments cost an additional \$223,664 per annum.

In addition the Board of Supervisors adopted revised schedules for the Municipal Railway at an increased cost of \$249,851 and revised schedules for certain institutional and other classes at an increased cost of \$117,912.

Towards the latter part of the fiscal year 1941-42 discussion arose in various quarters concerning the advisability of a revision of the charter provisions dealing with salary standardization. Taxpaying groups urged that the charter provisions be "tightened up" in various respects so as to prohibit the payment of municipal salaries which would be in excess of the "fair average" of salaries prevailing in private employment for similar work. Employee groups argued that the charter provisions were already too restrictive and asked for a charter amendment under which municipal salaries would be "not less than the highest prevailing rate" in private employment for similar service.

During the early part of the present fiscal year, the Board of Supervisors agreed upon a charter amendment which will appear on the November 1942 ballot. This amendment provides that the salaries paid in the municipal service shall be "in accord with" the generally prevailing rates of wages for like service and working conditions in private em-

ployment or in other comparable governmental agencies in this state. The amendment likewise prohibits "piece-meal" standardization by requiring that schedules of compensations adopted by the Board of Supervisors shall include rates for all classifications which are subject to salary standardization. It provides further that the proposed schedules of compensations shall be recommended to the Board of Supervisors by the Civil Service Commission solely on the basis of facts and data obtained in a comprehensive investigation and survey concerning wages paid in private employment for like service and working conditions or in other governmental organizations in this state. It is also required that all of these data be set forth in the official record of the proceedings of the Commission and that the Commission shall set forth in its records an order of its findings of what is the generally prevailing rate paid for each class of employment and shall recommend a rate of pay in accordance therewith. The ordinance also provides that the Board of Supervisors shall transmit to the Civil Service Commission any data which the board considers as warranting any amendment in the schedules recommended by the Civil Service Commission and that the Commission shall review and analyze these data and make a report thereon to the Board of Supervisors. The amendment also provides that studies looking to a revision of existing schedules shall be undertaken by the Commission not less than every five years and more often if, in the judgment of the Civil Service Commission or the Board of Supervisors, economic conditions have changed since the existing schedules were adopted to the extent that revisions of the existing schedules may be warranted. Under the amendment, the Board of Supervisors is required to maintain a fund of \$12,500 to the credit of the Civil Service Commission to be used exclusively for defraying the cost of a survey of the wages paid in private employment.

Manpower

Like all employers, the City and County of San Francisco began to experience difficulties in recruitment before the outbreak of the war. By the end of the fiscal year 1941-42 these problems had become acute in many aspects. In an effort to alleviate this situation, the Commission has determined to submit to the Board of Supervisors an amendment to the charter which will permit the Commission to qualify applicants for employment in the municipal service for the duration of the war on the basis of informal, non-competitive tests. Under such procedure, it will be possible to qualify applicants and place them on the job within an hour or two after an application is filed. Under present charter provisions and restrictions, a period of approximately ninety days must elapse after the announcement of an examination before the examination can be completed and appoint-

ments made therefrom. Obviously, such a situation is impossible under present conditions. It is quite probable that all the difficulties which public jurisdictions will face during this period of manpower shortage will force a simplification of procedures and processes which will be carried over into normal operations after the war. Such a result is very much to be desired. As a part of this problem of manpower, it becomes the duty and the obligation of public officials now more than ever to make every effort to reduce the overall personnel requirements of government in order to release a larger portion of the manpower facilities of the community to the war program. Many governmental organizations are over-staffed and are geared up to normal peacetime operations and it would appear that now is the time to eliminate employments engaged in unnecessary functions and procedures. Great savings can be effected in this jurisdiction as well as in all other jurisdictions through an intelligent approach to this problem. There has been an increase in the number of established positions in this jurisdiction from 11,900 as of January 8, 1934, to 13,756 as of June 30, 1942. We do not intend to imply that all of these additional positions are unnecessary. These figures are quoted in order to indicate the growth in employments in public jurisdictions under normal conditions, even though there may be no corresponding increase in population served.

As of June 30, 1942, 367 employees of the City and County were in the military service. During the later months of the fiscal year the number of employees leaving the municipal service for military duty increased month by month. Under our charter, employees entering the military service are granted leaves of absence for the period of such service with the privilege of returning to their positions upon completion of their military duty, which shall, however, be within two years after the signing of a treaty of peace. Likewise, eligibles on lists are protected and their eligibility continues beyond the normal date of the expiration of the list until two years after the signing of a treaty of peace.

During the year the Mayor, exercising a power conferred on him by the charter, declared emergencies to exist in respect to the employment of certain classifications of labor which operated to exempt such employments from the ninety-day limitation normally imposed by charter on non-civil service appointments. These declarations of emergency were made only in those instances where the employee was performing duties directly affecting the life and welfare of citizens of this community and only when replacements could not be obtained through regular civil service procedure. These declarations covered the following classifications:

Clinical Technician, Blood Bank
Assistant Clinical Technician, Blood Bank

Director of the Boys' Ranch School
Emergency Hospital Steward
Armature Winder
Car Repairer
Chief, Division of Venereal Disease Control
Chief, Division of Tuberculosis Control
Air Tower Control personnel
Garageman
Electrician
Mechanical Draftsman
Civil Engineering Draftsman
Sanitary Engineering Designer
Rodent Controlman
Sheet Metal Worker
Hydrantman-Gateman
Guard, Water Department (Ranger)
Fireman
Ambulance Driver
Ranch School Maintenance Man
Assistant Supervisor, Public Information and Instruction Service, San Francisco Civilian Defense Council

Investigation of Necessity for Filling Vacated Positions

On April 22, 1942 the Board of Supervisors amended the annual salary ordinance by adding the following:

Before the filling of any vacated position shall be approved, the Civil Service Commission shall make an investigation of the necessity for such position. A copy of the report of such investigation shall be filed with the Mayor and the Board of Supervisors and such report shall be made by the Commission within thirty days after the Commission is notified of such vacancy, and in the meantime a temporary appointment to said vacancy may be made. The Mayor may approve or disapprove the filling of such vacancy. In the event that the Mayor does approve the filling of such vacancies he shall make a report as to his reasons to the Board of Supervisors.

The ordinance was not approved by the Mayor because he considered that the proposed legislation usurped functions of his office. He therefore returned the proposed ordinance to the Board of Supervisors with a statement as to his reasons for disapproval. The matter then was reconsidered by the Board of Supervisors and was passed over the Mayor's veto on May 22, 1942. This additional function was then taken over by the Civil Service Commission, but unfortunately no additional funds were allotted to provide the personnel to perform the work involved. On the basis of previous experience approximately 1500 vacated positions will have to be studied before refilling.

SUMMARY OF MORE IMPORTANT ACTIVITIES JULY 1, 1942 TO JUNE 30, 1943

CHARTER AMENDMENTS

Extension of the Merit System

In January, 1943, the California State Legislature ratified several charter amendments approved by the people in the November 1942 election. Three of these extended the merit system to departments heretofore exempt from Civil Service. They were:

The Health Service System, a department operated under the direction of a board of employees elected by the employees of the City and County of San Francisco. The department is maintained by payroll deductions for membership in the Health Service. There were fourteen employees blanketed into Civil Service under the provisions of this Charter amendment.

The Salvage Corps, an organization established to protect personal property from fire in the downtown congested area. This, heretofore under the jurisdiction of the Underwriters Fire Patrol, was made subject to Civil Service and became a part of the Fire Department. There were twenty-six employees involved.

The California Palace of the Legion of Honor, with a total of twenty-six employees, and the M. H. de Young Memorial Museum, with a total of forty-six employees, became subject to Civil Service, with the exception of the Directors, Secretary and Curatorial staff.

It is interesting to note that there are only six departments in the City and County service now exempt from Civil Service. These are the City Attorney, the District Attorney, Law Library, Public Defender, Steinhart Aquarium, and the Superior Court. There are fewer than a hundred employees involved.

Other Charter Amendments

Three amendments sponsored by the Civil Service Commission and discussed in our report of 1941-42 were also approved by the voters and ratified by the legislature. They were:

1. An amendment to the leave of absence provision in the Charter to clarify certain provisions regarding military leave and to provide for military leave for non-military service in the war effort.

2. An amendment which established the procedure for filling entrance positions during the war emergency and for six months thereafter by limited tenure appointments, based on a simplified form of non-competitive examination.

3. A third amendment which covered the new provision governing standardization of compensation. This amendment provides that not later than January 15, 1944, and every five years thereafter (or more often if, in the judgment of the Civil Service

Commission or the Board of Supervisors, economic conditions have changed to the extent that revision of existing schedules may be warranted in order to reflect current prevailing conditions), the Civil Service Commission shall prepare, and submit to the Board of Supervisors, a schedule of compensations in the form provided in the amendment. The amendment also provides that the Board of Supervisors shall appropriate \$12,500 to the Civil Service Commission to be known as the Salary Survey Fund, and to be used exclusively for defraying the cost of surveys of wages in private employment and in other governmental jurisdictions and making reports and recommendations thereon, and publications thereof. In the event of expenditure of any of said fund, the Board of Supervisors, in the next succeeding annual budget, shall appropriate a sum sufficient to reimburse said salary survey fund. The amendment also provides that if the Civil Service Commission determines, on the basis of facts and data collected, that the rates generally prevailing for a particular service in private employment, or in other governmental organization, are inconsistent with the rates generally prevailing in private employment, or other governmental organization, for services requiring generally comparable training and experience, the Commission shall set forth these data in its official record, and shall recommend, and the Board of Supervisors shall fix, a compensation for such service that shall be consistent with the compensation fixed by the Board of Supervisors for other services requiring generally comparable training and experience. Also, that for specialized services which are peculiar to the municipal service and not duplicated elsewhere in private or other governmental organizations in this State, the Commission shall recommend, and the Board of Supervisors shall fix, compensations which shall be in accord with the wages paid in private employment or other governmental organization in the State for the nearest comparable service and working conditions.

Another Charter amendment affecting salaries was approved. This increased the salaries of the members of the uniformed forces of the Fire and Police Departments whose compensations are not subject to salary standardization but are established by Charter.

Salary Standardization 1942-43

The salary schedules adopted by the Board of Supervisors, and in effect July 1, 1942, were adopted on the basis of 1930 salary levels. The Civil Service Commission, realizing that many inequities resulted from the adoption of these schedules, met with the Mayor and other interested groups in July 1942 and discussed the necessity for revision of existing salary standardization schedules, and urged that an appro-

priation be made available immediately, in order that the Civil Service Commission could undertake a survey to establish salary schedules based upon present salary levels in private employment and other governmental agencies in this State. This request was not granted.

After the Charter amendment governing salary standardization was adopted by the people at the November election, the Council of Municipal Employees on November 14, 1942 requested the Civil Service Commission to make a complete salary standardization report to the Board of Supervisors in time to be established in the budget for 1942-43. This request was forwarded by the Commission to the Mayor on November 18, 1942. The Commission was informed that a committee from the Council of Municipal Employees met with the Mayor and urged his immediate approval of an appropriation to the Civil Service Commission for the purpose of preparing a salary standardization report. As a result of this, and other requests of interested groups, the sum of \$12,500 to conduct a salary survey was appropriated to the Civil Service Commission, on recommendation of the Mayor, on November 30, 1942.

The Civil Service Commission, realizing the importance of a complete salary standardization survey to correct the many inequalities in the 1930 wage levels in effect, felt unable to do the survey, in addition to its regular work, with the present staff, and believing it would be inadvisable to attempt to recruit and to train a temporary staff in the limited time available in which to complete the survey for presentation to the Board of Supervisors, recommended that the salary survey be done by contract with the Public Administration Service, a nationally recognized organization specializing in all forms of public administration studies.

A special meeting on the proposal of the Civil Service Commission to contract for the salary survey with the Public Administration Service was held on December 11, 1942. The Mayor, the Controller, and representatives of employee and employer organizations were invited to be present to state their views. After the hearing the contract was entered into with Public Administration Service and the study was commenced the latter part of December 1942-43. A report and salary recommendations were presented to the Civil Service Commission by the Public Administration Service on February 15th.

The Civil Service Commission studied the report and (after hearing employee protests), made certain revised recommendations. The report was then forwarded to the Board of Supervisors and after further hearing the Board of Supervisors adopted a compromise report amending approximately fifty rates of pay and adopting the minimum of the Public Administration Service salary recommendations and the maximum of the Civil Service Commission recommendations for all positions for which maxi-

imum rates of pay were \$200 and under, and adopted the Public Administration Service recommendations for all classifications over \$200. The Board of Supervisors also provided that employees, hereafter employed in classifications for which a minimum rate of \$150 or less is fixed, should, during the present emergency and for six months thereafter enter the service at the second year salary fixed for the classification. The ordinance adopted by the Board of Supervisors also included an overtime provision allowing pay for overtime worked on the basis of time and one-half the normal compensation for all monthly employees other than those occupying executive and administrative positions. It also based salary schedules on a five and one-half day basis and allowed a nine per cent increase for all employees working on a six-day week basis.

During the final deliberations before the Board of Supervisors, it was called to the attention of the Board that many inequalities would result from the compromise it proposed. The Board promised employee groups at that time that a new survey would be requested immediately after July 1st, as it was felt that the time had been too short to give adequate consideration to all the problems involved in a salary survey covering over eight hundred classifications.

Thereafter, on June 30, 1943, the Board of Supervisors requested the Civil Service Commission to prepare a schedule of compensations, or amendments thereto, as provided by Section 151 of the Charter, which would reflect current prevailing conditions, and to make such adjustment in existing compensation as would correctly reflect said conditions, and that the same be made available to the Board of Supervisors in time for the preparation of the annual budget estimates for the fiscal year 1944-45.

War Manpower Activities

In October, 1942, the Civil Service Commission expanded its leave of absence policy to allow war leave to employees who possessed skills needed in the war effort but which they were not using in their city positions, or employees with skills who could be replaced in the city's service with a person of lesser skill, or whose position could be left unfilled. The policy adopted was:

"For the information of appropriate agencies of the federal and state governments, and officials and employees of the local government, the Civil Service Commission of the City and County of San Francisco hereby states and defines its policies in respect to municipal personnel in relation to the war effort as follows:

1. A larger portion of the overall manpower facilities of the community must be made available for service directly connected with the war effort and to this end the personnel requirements of the municipal government should be curtailed

and reduced. This objective can only be attained through the active and constructive cooperation of department heads and other municipal officials, as the Civil Service Commission has no control over the number of employments established in the municipal government. The Commission will, however, use its best efforts to cooperate with department heads in attaining this aim.

2. Manpower needed for *essential* municipal governmental functions shall be recruited and retained in the service of the municipality. These recruitment activities shall be carried on by the Civil Service Commission in full recognition of the need for manpower in war industries.

3. The flow of non-essential manpower in the municipal employ (that is, surplus employees or employees not engaged in essential municipal governmental functions) to the service of the war effort is desirable and necessary and should be facilitated. It should be added here that employees who possess skills which are needed in the service of the war effort, but which are not utilized in their municipal employment, should likewise be made available to the service of the war effort. The policies and procedures of the Civil Service Commission insofar as these relate to this objective shall be designed to this end."

In November a Charter amendment was adopted by the people approving the war leave policy adopted by the Commission. The Civil Service Commission, recognizing the importance of assisting the war effort, consulted with the War Manpower Commission and, in collaboration with their representatives, designed and distributed a questionnaire to employees in the city service in January 1943. The questionnaire was intended to give the Commission full information regarding all available labor supply in the city service with skills listed among the sixty-two critical skills needed in the war effort. In addition, the questionnaire asked for information on education, training, language facility and hobby skills. The questionnaires were tabulated and a complete report developed indicating those employees with the special skills desired by the War Manpower Commission.

These employees were grouped into those with current experience, recent experience and remote experience.

A complete report was compiled and sent to each appointing officer, with the request that insofar as possible the employees listed in the report be granted leaves of absence to enter the war effort. About 250 leaves of absence have been granted to date to employees to enter essential industrial industries in the war effort. The report was also presented to the War Manpower Commission with the understanding that they would inform us of any employees listed in the report whose skills were most urgently needed in the war effort.

Investigation of Necessity for Filling Vacated Positions

In accordance with the legislation adopted by the Board of Supervisors in May, 1942, the Civil Service Commission investigated the necessity for filling 2214 positions in the city service. As a result of these investigations recommendations were made against the filling of thirty-six positions involving an annual saving of \$67,873. The Mayor concurred in all but seven of the recommendations. A net saving of \$51,193 was effected. In addition, future saving will result through recommendations regarding assignment of personnel. For example, it was noted that about fifty police officers were assigned to clerical work. After a meeting with the Chief of Police it was arranged that reassignments will be made as vacancies occur so that savings can be anticipated in the difference between clerical salaries at \$150 a month and police officers at \$200 a month. There is no doubt but that the checking of each vacated position is a sound method for determining proper assignments and overstaffing, but to be done in the best manner would require a staff to audit departments constantly in the methods used in the field of industrial management. In comparison with jurisdictions of comparable size the Civil Service Commission is greatly understaffed and we, therefore, have difficulty in handling extra activities added to our normal functions. The result of our cursory investigations of the necessity for filling positions in the past year, however, indicates to us that the undertaking is well worth while.

SECTION 3. LEGAL ASPECTS OF OPERATIONS 1941-42

The report on litigation does not reflect the continued improvement that has actually occurred during the year 1941-42. As of June 30, 1941, there were seventeen separate legal actions in progress in which the Civil Service Commission was a party at interest. As of June 30, 1942, nineteen such actions were in progress; actually, however, five of these deal with one issue, and in another instance seven cases deal with one issue. In the latter instance the Commission has been upheld by the Supreme Court and it is expected that seven of the nineteen cases still open on June 30, 1942, will be determined shortly in favor of the Commission on the basis of the leading case. Allowing for duplication of complaints where more than one case has been filed involving the same issue, there are only nine actual issues involved in the litigation in progress at the close of the fiscal year. In that respect our situation is better than it has been for years.

Furthermore, although eight separate suits were filed against the Commission during the year 1941-42, only four issues were involved since several of the suits arose out of the same situation—that is, the validity of physical standards adopted by the Civil Service Commission for admission to examinations for Policemen and Firemen. Therefore, in respect to new litigation, there has been a substantial improvement during the fiscal year.

Again we extend thanks and appreciation to the City Attorney, Honorable John J. O'Toole, Chief Assistant City Attorney Walter Dold, and Deputy City Attorney Norman Sanford Wolff for their assistance in handling this litigation.

Cases Finally Concluded During the Fiscal Year Ended June 30, 1942

1. *Villain et al. v. Civil Service Commission—originally filed January 20, 1939*

This is one of the most important decisions to the Civil Service Commission rendered by the courts in recent years. The employees involved in this suit had served under several successive temporary appointments and reappointments, each of five months' duration, in positions defined by the Civil Service Commission as temporary. The plaintiffs claimed that because their total service under these temporary appointments had exceeded six months (which under our charter is the normal probationary period), they had actually completed their probationary appointment as required by the charter and that they had thereby acquired permanent tenure in the positions. The Commission denied that these employees had acquired permanent status by reason of service under temporary appointments. Substantially, the charter provides that any appointee to a

position declared permanent by the Civil Service Commission shall be on probation for a period of six months. In these instances the positions to which the appointees were certified were declared temporary positions by the Civil Service Commission. At all times there were persons higher on the lists who were eligible for permanent appointment but who had waived appointment to temporary positions. Judgment was rendered for the plaintiffs on October 9, 1939, by the trial court and an appeal was taken to the Supreme Court by the Civil Service Commission. On October 20, 1941, the Supreme Court reversed the judgment of the lower court and gave judgment for the Civil Service Commission.

The Supreme Court held that under the charter the Commission is given the power and the duty to determine whether a position is permanent or temporary and is authorized to adopt rules to carry out this and other civil service provisions of the charter. The Supreme Court held that the rule of the Civil Service Commission which defines temporary and permanent positions is valid and had not been misapplied; and furthermore, on the basis of fact, that the positions were properly designated as temporary and that the Commission had acted in utmost good faith in dealing with the employees. The Court also held that during the entire period of their service under successive temporary appointments these employees were fully aware of their status and that no injustice or discrimination was practiced against them. This favorable decision in *Villain v. Civil Service Commission* will determine similar issues which are involved in a number of other cases.

2. *Kavaney v. Civil Service Commission—originally filed May 19, 1939*

This case involved the same issue as the *Villain* case. The appeal in this action was dismissed by the Supreme Court on July 8, 1941.

3. *Allen v. McKinley—originally filed September 6, 1938*

In this case, employees of the Tax Collector's office challenged the legality of an examination announced by the Civil Service Commission which was a combination open and promotional test. General Clerks in the Tax Collector's office were permitted to participate and it was also open to persons outside the City and County service who had had certain specified experience in adjusting or collecting accounts. The General Clerks in the office were granted preferential credits in the examination. The employees objected to the provision which permitted persons from outside the service to compete in the examination and filed suit to compel the Commission to restrict the examination to those persons already in the

service in the designated classification. The Superior Court gave judgment to the plaintiffs. The District Court of Appeal confirmed the decision of the lower court as did also the Supreme Court of the State of California on October 3, 1941, holding that the Commission had ruled that General Clerks were eligible to compete and therefore adequate promotional material was available in the service and there was no need to open the examination to persons outside the service.

4. *Butler v. Toomey—originally filed December 29, 1939*

An employee of the City and County claimed residence in a different state for the purpose of obtaining a divorce and then attempted to return to her position with the City government. A challenge to her residential qualifications resulted. The action was dismissed on July 24, 1941, since the employee resigned her position, thus relinquishing her claim.

5. *Egan v. Civil Service Commission—originally filed January 20, 1939*

A group of employees in the Assessor's office with permanent tenure in the class of General Clerk were laid off when mechanical equipment was installed to do the work formerly performed by the General Clerks. Performance of the duties with the new installation required a thorough knowledge of certain office machines and equipment and the performance of these duties fell within the scope of a different civil service classification than that under which the employees hold status. Plaintiffs claimed the right of employment in the new positions. Judgment in the trial court was for the Civil Service Commission. The plaintiffs filed notice of appeal but abandoned the case and the appeal was withdrawn.

6. *Smith v. City and County of San Francisco—originally filed December 31, 1940*

This action revolved around the right of employees to vacation. The action was dismissed on June 12, 1941.

7. *McKinley v. Boyd—originally filed September 6, 1940*

This case was brought by the Civil Service Commission against the Controller to sustain charter provisions and administrative provisions of the annual salary ordinance which place the matter of the classification of positions in the hands of the Civil Service Commission. The salary ordinance provision was designed to make the charter provision and charter authority operative. In substance the ordinance provides that any change made by the Civil Service Commission in the classification of the duties of a position or the title of a position established in the annual salary ordinance shall be made effective

by delivering forthwith to the Controller a transcript of the action of the Commission in making such change. This provision operates only if no change in compensation is involved and if there is no actual creation of a new position involved. It provides an administrative procedure which eliminates the necessity for the formal amendment of the salary ordinance by the Board of Supervisors, a procedure involving considerable work and expense. The Controller took the position that although the Civil Service Commission has full jurisdiction over classifications, its action in retitling or reallocating a position cannot be effected until the salary ordinance has been amended. If this point were sustained, it would mean that the Board of Supervisors has final control over classifications. The Commission reallocated a Stenographer's position to the class of Typist at no change in salary and the Controller refused to recognize the reallocation until the salary ordinance was amended. Thereupon the Civil Service Commission filed suit against the Controller to clarify and resolve the issue. There were numerous postponements and delays and it was not until December 2, 1941, that the issue was brought to trial. In the meantime the position involved in the litigation had been dropped from the budget because it had been vacant for almost two years and therefore the question had become moot and the action was dismissed. A new action can be filed at any time to determine the matter.

Cases in Progress on June 30, 1942, Which Were Originally Filed Prior to the Fiscal Year 1941-42

- a. *Doyle v. Civil Service Commission—originally filed December 28, 1938*
- b. *Crowley et al. v. Civil Service Commission—originally filed November 28, 1939*
- c. *Deasy v. Civil Service Commission—originally filed August 11, 1939*
- d. *Sheehan v. Wilder—originally filed July 1, 1940*
- e. *O'Connor v. Wilder—originally filed September 30, 1940*
- f. *Casey v. Wilder—originally filed November 7, 1940*
- g. *Page v. Civil Service Commission—originally filed May 2, 1941*

The above cases involve the same issue as the Villain case and we expect that the same decision will apply and that these cases will be dismissed.

h. *Viner v. Civil Service Commission—originally filed July 19, 1939*

The plaintiff was appointed to a position of Janitor from a civil service list of eligibles in 1905. At

that time appointees from this classification were entitled to advance without further examination and in order of seniority to positions classified as Foreman Janitor, Head Janitor, etc. Subsequently, under the rules of the Civil Service Commission then in effect, he was permitted to advance to a position of Foreman Janitor. In 1932, following a reconstruction of the classification plan, the rules of the Civil Service Commission were changed to require promotive examinations for advancement to supervisory positions. The plaintiff was permitted, however, to continue in the position he then occupied. In 1939 a higher position than that of Foreman Janitor, classified as Head Janitor, became vacant and a promotive examination from the rank of Foreman Janitor was announced. The plaintiff participated in the examination and placed No. 3 on the list of eligibles. The No. 1 eligible was appointed to the position of Head Janitor. Plaintiff brought suit, contending that he was entitled to advance to the position of Head Janitor without examination because at the time of his original appointment in 1905 he had that right. The No. 1 eligible who had been appointed to the position intervened in the suit. Judgment was rendered by the Superior Court on February 16, 1940 for the Civil Service Commission and the intervener. A motion by the plaintiff for a new trial was denied August 29, 1940, and an appeal was taken. The matter is under submission before the District Court of Appeal.

8. *Allin v. Civil Service Commission—originally filed July 5, 1939*

This plaintiff occupied a position under permanent civil service appointment as Hydraulic Engineer. Upon completion of the project on which he was employed it became necessary for the appointing officer to reduce by one the number of Hydraulic Engineers employed under his jurisdiction. Under the rule of the Civil Service Commission, lay-offs are made in inverse order of appointment and the Commission ruled that the plaintiff, being the last man appointed from his classification to this appointing officer should be laid off first. The man retained in the service had longer service under the appointing officer but was employed in a different division of the department. The plaintiff brought suit to compel his reinstatement on the grounds that he had seniority in the particular division in which he was employed. The case has not yet been brought to trial.

9. *Quinn v. Civil Service Commission—originally filed January 9, 1911*

The plaintiff, who stood highest on a list of eligible Firemen of Stationary Steam Engines, contends he is entitled to a position in that class which was filled by the transfer of an employee from another department. This case has not been brought to trial.

10. *Slavich v. Civil Service Commission—originally filed March 28, 1941*

The plaintiff brought this action to compel the Civil Service Commission to allow him to compete in a promotional examination for Jury Commissioner. His application had been rejected by the Civil Service Commission on the grounds that he did not occupy a position in one of the lower ranks designated in the examination announcement as eligible to compete. Judgment was rendered for the defendants on August 28, 1941, and plaintiff has filed a notice of appeal.

Cases in Progress on June 30, 1942, Which Were Filed During the Fiscal Year 1941-42

a. *Colbert v. Wolff—filed June 15, 1942*

This action was brought to compel the Civil Service Commission to permit the plaintiff to complete the examination for Fireman, Fire Department. The plaintiff, having passed the written and athletic tests, was rejected by the board of medical examiners because he failed to meet the minimum standards regarding teeth. In this suit he contends that these standards are arbitrary, that the Civil Service Commission has no power to set them, and that, since he is in good physical health and physically fit to perform the duties of a Fireman, he should not have been rejected. The suit has not been brought to trial.

b. *Gilheany v. Wolff—filed June 16, 1942*

c. *Lavin v. Wolff—filed June 18, 1942*

d. *Shea v. Wolff—filed June 16, 1942*

These cases are similar to the Colbert case referred to above. They have not been brought to trial.

e. *McCarthy v. Wolff—filed May 29, 1942*

This case is similar to the Colbert case. A motion by the plaintiff for judgment on the pleadings was denied June 16, 1942, and the matter has been set for trial on July 1, 1942.

f. *Germano v. City and County of San Francisco—filed June 30, 1942*

This action was brought by a group of per diem employees to compel payment by the City of a premium rate for services rendered in excess of eight hours a day or on Sundays and holidays. It has not been brought to trial.

g. *Shannon v. McKinley—filed July 3, 1941*

The Civil Service Commission announced a promotional examination for the position of Special Instructor in the Municipal Railway and determined the lower ranks from which the promotion might be made to be Conductor, Motorman and Inspector. A group of Inspectors sought by this action to limit the examination to Inspectors and to prevent Motor-

men and Conductors from participating in the examination. The charter gives the Civil Service Commission the discretion of selecting more than one rank in announcing a promotional examination and provides that the Commission shall announce in the scope-circular the next lower rank or ranks from which the promotion shall be made. The plaintiffs contend that the only instance in which more than one rank may be selected is where there are two or more ranks which are equal. The case was tried April 7, 1942, and is now under submission.

h. Slavich v. Wolff—filed December 10, 1941

An examination was held for promotion to the rank of Cashier, Municipal Court. After the examination had been given and before the papers had been rated, it came to the attention of the Civil Service Commission that the plaintiff, who participated in the examination, had in his possession more than half of the questions which had been asked in the examination and the answers thereto. The plaintiff had secured these questions legitimately from the operator of a coaching school and no charge of fraud or bad faith was made against him. The questions had been used in an examination which was scheduled to be held at the same time as the examination for Cashier, but the latter examination was delayed by litigation. The Civil Service Commission cancelled the examination on the ground that plaintiff had information not possessed by the other applicants and that therefore the examination was not truly competitive. Plaintiff challenged the right of the Civil Service Commission to cancel the examination and brought this action to compel the Civil Service Commission to rate the papers. The case was tried and judgment was for the defendants. The plaintiff has filed notice of appeal.

City Attorney's Opinions

During the fiscal year, the City Attorney at the request of the Commission rendered a number of opinions bearing on the laws regulating personnel procedures and policies. The more important of these opinions are summarized below:

1. Clarification of the charter provision authorizing two calendar weeks' vacation with pay annually after one year of service, as long as the employee remains in the service.

The City Attorney advised that an employee who has had one year of service is entitled by law to a vacation of two calendar weeks with pay and that that provision is mandatory. The time at which the employee shall be allowed his vacation is left to the reasonable discretion of the department head. The City Attorney advised also that such vacation rights accrue on the basis of service and that the employee is entitled to a vacation with pay even though he does not intend to return to the city service after the completion of his vacation.

2. Are employees who participate in examinations entitled to more than one veteran's preference in an entrance examination and more than one veteran's preference in a promotional examination even though they received such preferences prior to the date of the charter amendment in 1940?

Between 1932 and 1940 the charter provided that veterans with thirty days or more of actual service in the Army, Navy, or Marine Corps and the widows of such veterans who become eligible for appointment by attaining a passing mark in any examination shall be allowed an additional credit of five per cent in entrance examinations and three per cent in promotional examinations but that no more than one such entrance preference or one such promotional preference may be allowed to any one person. However, in a number of instances, employees who were entitled to such preferences received them but never obtained a position as a result thereof. Therefore, to all intents and purposes, the preference was of no value to them and a charter amendment was approved by the people and became effective in February 1940 which provided that applicants entitled to veteran's preference could receive such preferences in all examinations in which they participated until they had actually received one entrance appointment and one promotional appointment as a result thereof. The question raised here was whether an applicant who had used his veteran's preference in an examination prior to 1940 but had not received an appointment could claim and receive the preference under the amendment of 1940. The City Attorney advised that if an applicant had received veteran's preference in an entrance examination or in a promotional examination and had obtained permanent appointment and served his probationary appointment therein, such applicant is not entitled to claim or receive any such preference again, as the whole purpose of the amendment is to permit the employee to use his veteran's preference until he has actually received an appointment.

3. Is a member of the Police Department or the Fire Department participating in a promotional examination entitled to receive any part of the credits authorized by the charter for a clean record in the department if the employee does not have a clean record?

In 1937 a charter amendment was adopted calling for reorganization of the Police Department. Included in the charter provisions was a limitation on the credits allowable in a promotional examination for years of service. The limit was placed at five per cent of the total weight of the examination. In 1940 the employees of the Fire and Police Departments submitted to the Board of Supervisors a proposed charter amendment revamping substantially the examination procedures for promotion in those two departments. This amendment was submitted to the people by the Board of Supervisors and adopted over

the opposition of the Civil Service Commission and numerous civic organizations. The amendment provides that the examinations for promotion in the Police and Fire Departments shall be completely written and that the questions shall relate only to the duties of the positions. Thus oral tests are prohibited, physical tests are prohibited, and any tests of general intelligence are likewise prohibited. Also the charter amendment provides that fifteen per cent of the weight of an examination for promotion in these two departments shall be allocated to the subject of seniority and the charter sets forth in minute detail the number of points to be allowed for each year of service in the various ranks in the Police and Fire Departments. It also provides that in addition to the credits for seniority "10 per cent of the total credits allowed for said examinations shall be allowed for ascertained merit and meritorious public service; 60 per cent of said 10 per cent to be allowed to each applicant for a clean record in the department, and 40 per cent of said 10 per cent shall be the maximum which may be allowed for acts of meritorious public service according to the judgment of the Commission."

The question arose as to whether, under the language quoted above, the Commission could allow any part of the sixty per cent of the ten per cent if the employee did not have a clean record for service in the department. A number of participants in promotional examinations had been found guilty of offenses of one kind or another but following such delinquencies had rendered ten, fifteen, twenty, and twenty-five years of meritorious and exemplary service. Obviously it would be inequitable, unjust, and unsound to penalize such persons in current promotional examinations. Furthermore, some offenses, even though recent, are less serious than others and the penalty applied should be based on the seriousness of the offense committed. However, it became necessary for the Civil Service Commission to administer this provision in accordance with the law and the Commission requested an opinion from the City Attorney as to whether the phrase "for a clean record in the department" means the entire record of service of the applicant in the department dating from original appointment. The Commission also requested the City Attorney to advise whether in the case of delinquencies or demerits the Commission may exercise its judgment as to the seriousness of the offense and allocate a portion of the sixty per cent of the ten per cent for delinquencies of a less serious nature.

In response, the City Attorney advised that the Commission has no discretion whatsoever and that

the phrase "for a clean record in the department" is without any qualification or limitation and must be construed to mean the record of service in the department dating from the original appointment. Furthermore, the Commission was advised that if the employee does not have a clean record, he is not entitled to any portion of the sixty per cent of ten per cent allowed for a clean record and that the Commission may not allocate any such points.

The Commission, in an effort to alleviate insofar as possible the injustices that would result, adopted a rule under which it was provided that if an employee had been charged and credits deducted for an act of delinquency in a previous promotional examination, such penalty operated to expunge the act of delinquency from the record of the employee. Furthermore, the Commission ruled that, even though the applicant had not been charged in a previous examination, if after the commission of the act of delinquency he had rendered ten years of meritorious and exemplary service, such service operated to expunge the delinquency from the record of the employee.

It is quite likely that litigation will follow as to the legality of the Commission's ruling.

Charter Amendments

There were no charter amendments during the fiscal year concerning the operations of the Commission.

Amendments to Administrative Rules

Following is a list of the amendments made by the Civil Service Commission during the fiscal year to its rules of administration:

Rule	Examinations	Amended	12-17-41
" 5	Questions	"	4-22-42
" 10	Veteran's Preference	"	2-11-42
" 17	Exempt Part-Time Positions	"	3-25-42
" 19	Requisitions	"	5-20-42
" 22	Withdrawal of Waivers	"	9-17-41
" 23	Failure to Respond	"	4-22-42
" 25	Probationary Period	"	4-22-42
" 27	Relinquishment of Positions	"	4-22-42
" 30	Annual Vacation	"	5-13-42
" 30A	Overtime	"	2-18-42
			and 4-1-42
" 31	Leaves of Absence without Pay	"	4-22-42
" 31.1	Military Leaves	"	12-17-41
			5-13-42
" 32	Sick Leaves and Disability		
	Leaves with Pay	"	4-8-42
" 39	Service Records	"	4-22-42

LEGAL ASPECTS OF OPERATIONS 1942-43

As of June 30, 1943, there were seventeen legal actions in progress in which the Civil Service Commission was a party in interest. Twelve cases were concluded during the fiscal year 1942-43, and eleven new suits were filed. Five of these new actions were concluded before the end of the fiscal year 1942-43 in which they were filed. Decisions on several other cases are expected in the near future, and dismissals for lack of prosecution will be sought in other cases as soon as the statutory time limits permit. The improvement in the status of legal matters of the Civil Service Commission has been due to the able handling of the matters by the Honorable John J. O'Toole, City Attorney, Chief Assistant City Attorney Walter A. Dold and Deputy City Attorney Norman Sanford Wolff.

Cases Finally Concluded During the Fiscal Year Ending June 30, 1943

1. *Crowley et al. v. Civil Service Commission*—originally filed November 28, 1939

This action was dismissed March 3, 1943.

2. *Deasy v. Civil Service Commission*—originally filed August 14, 1939

This action was dismissed March 23, 1943.

3. *Casey v. Wilder*—originally filed November 7, 1940

This action was dismissed March 3, 1943.

4. *O'Connor v. Wilder*—originally filed September 30, 1940

This action was dismissed March 3, 1943.

5. *Page v. Civil Service Commission*—originally filed May 2, 1941

A general demurrer was sustained without leave to amend on April 28, 1943, and judgment for defendants was entered on May 25, 1943.

6. *Sheehan v. Wilder*—originally filed July 1, 1940

This action was dismissed March 3, 1943.

These cases were suits to obtain permanent tenure by temporary service and were disposed of by the decision of the Supreme Court in the case of Villain v. Civil Service Commission which appears in the 1941-42 portion of this report.

7. *Colbert v. Wolff*—filed June 15, 1942

Action was brought to compel the Civil Service Commission to permit the plaintiff to complete the examination for Fireman, Fire Department. The plaintiff, having passed the written and athletic tests, was rejected by the board of medical examiners because he failed to meet the minimum standards regarding teeth. In this suit he contends that these

standards are arbitrary, that the Civil Service Commission has no power to set them, and that, since he is in good physical health and physically fit to perform the duties of a Fireman, he should not have been rejected. This action was dismissed August 26, 1942.

8. *De Paoli v. San Francisco Park Commission*—originally filed September 22, 1942

The Park Department was brought under Civil Service by Charter amendment effective September 1, 1941. Thereafter, in accordance with Charter provisions the Civil Service Commission classified the positions in that department according to the duties and responsibilities of the occupants. Under the provisions of the Charter amendment, these employees, if they had one year of service, were to continue in their positions under Civil Service appointment as if they had been appointed thereto after Civil Service examination.

The positions occupied by the plaintiffs were classified as Head Gardeners; the plaintiffs protested this classification, contending that their positions should have been classified in the higher class of Foreman Gardeners. In support of their contention they pointed out that prior to the effective date of the Charter amendment, they had been carried on the Park Department payroll under the descriptive title of Foreman Gardener. The Civil Service Commission established the fact that although the plaintiffs were carried on the payroll as Foreman Gardeners, they did not perform the duties specified in the Civil Service classification of Foreman Gardener, but on the contrary performed the less responsible duties which properly came under the Civil Service classification of Head Gardener. The court upheld the position of the Civil Service Commission and denied the plaintiffs any relief. No appeal has been taken from this decision.

9. *Gehres v. Civil Service Commission*—originally filed November 2, 1942

The plaintiff in this matter appeared on the time roll of the Civilian Defense Council for a two weeks' vacation with pay. This item was disapproved by the Civil Service Commission for the reason that according to the records of the Commission the plaintiff lacked the Charter requirement of one year of service with the city. The plaintiff thereupon filed this petition for a writ of mandate to compel the payment of her salary for this vacation period, contending that although she had not appeared on the City payroll, she had actually been employed for a period of one year and was paid through checks drawn on a fund established for the Advisory Com-

mittee from the Mayor's emergency reserve appropriation. The matter however was not brought to trial by the plaintiff and was dismissed on February 26, 1943.

10. *Flynn v. Civil Service Commission—originally filed February 19, 1943*

This action was brought by members of the Police Department for a declaration that the Civil Service Commission has discretion in determining the amount of credit to be deducted in promotional examinations, where the applicant does not have a clean record. The Commission had previously deducted credit in accordance with the gravity of the offense, but under an opinion of the City Attorney had concluded that a charter amendment setting up in detail the type of examination to be held and the method of apportioning credits, had deprived the Commission of discretion in the matter. The Court determined on May 20, 1943 that the Civil Service Commission still had discretion to determine the amount of credit to be deducted according to the gravity of the offense, within the limitations set up in the charter amendment.

11. *Smith v. Board of Supervisors*

12. *Smith v. Boyd—these cases were originally filed in the District Court of Appeal*

Effective July 1, 1942, a new wage schedule for platform men in the Municipal Railway was adopted by the Board of Supervisors on the recommendation of the Civil Service Commission. This schedule was attacked in these two taxpayer's suits on the ground that the schedule was contrary to the charter limitations in that the salaries exceeded those paid in private industry for comparable work.

The legality of the schedules was upheld when the petitions for writs of mandate were denied by the District Court of Appeal on July 20, 1942.

Cases in Progress on June 30, 1943, Which Were Originally Filed Prior to the Fiscal Year 1942-1943

1. *Doyle v. Civil Service Commission—originally filed December 28, 1938*

This case involved substantially the same questions as were presented in the Villain case, but in view of a request to file a supplemental complaint, this action is still pending.

2. *Viner v. Civil Service Commission—originally filed July 19, 1939*

The facts of this matter appear in the 1941-1942 portion of this report.

The judgment of the trial court was affirmed in so far as it denied the right of the petitioner to the position of Head Janitor without examination; but reversed and remanded the matter for further proceedings to determine the right of the intervener to participate in the examination. Further proceedings are pending.

3. *Allin v. Civil Service Commission—originally filed July 5, 1939*

There has been no change in the status of this matter as reported in the 1941-1942 portion of this report.

4. *Quinn v. Civil Service Commission—originally filed January 6, 1941*

There has been no change in the status of this matter as reported in the 1941-1942 portion of this report.

5. *Slavich v. Civil Service Commission—originally filed March 28, 1941*

There has been no change in the status of this matter as reported in the 1941-42 portion of this report.

6. *Gilheany v. Wolff—filed June 16, 1942*

7. *Lavin v. Wolff—filed June 18, 1942*

8. *Shea v. Wolff—filed June 16, 1942*

9. *McCarthy v. Wolff—filed May 29, 1942*

These actions were brought to compel the Civil Service Commission to permit the plaintiffs to complete the examination for Fireman, Fire Department. The plaintiffs, having passed the written and athletic tests, were rejected by the board of medical examiners because they failed to meet the minimum standards regarding teeth or other physical respects. In these suits they contend that these standards are arbitrary, that the Civil Service Commission has no power to set them, and that, since they are in good physical health and physically fit to perform the duties of a Fireman, they should not have been rejected. The suits have not been brought to trial.

10. *Shannon v. McKinley—filed July 3, 1941*

The Civil Service Commission announced a promotional examination for the position of Special Instructor in the Municipal Railway and determined the lower ranks from which the promotion might be made to be Conductor, Motorman and Inspector. A group of Inspectors sought by this action to limit the examination to Inspectors and to prevent Motormen and Conductors from participating in the examination, contending that the Commission had no power to specify more than one rank from which the promotion might be made. Judgment was for the petitioners. An appeal is pending.

11. *Slavich v. Wolff—filed December 10, 1941*

An examination was held for the promotion to the rank of Cashier, Municipal Court. After the examination had been given and before the papers had been rated, it came to the attention of the Civil Service Commission that the plaintiff, who participated in the examination, had in his possession more than half of the questions which had been asked in the examination and the answers thereto. The plaintiff had secured these questions legitimately from the operator of a coaching school and no charge of fraud or bad faith was made against him. The questions

had been used in an examination which was scheduled to be held at the same time as the examination for Cashier, but the latter examination was delayed by litigation. The Civil Service Commission cancelled the examination on the ground that plaintiff had information not possessed by the other applicants and that therefore the examination was not truly competitive. Plaintiff challenged the right of the Civil Service Commission to cancel the examination and brought this action to compel the Civil Service Commission to rate the papers. The case was tried and judgment was for the defendants. The plaintiff has filed notice of appeal.

Cases in Progress on June 30, 1943, Which Were Filed During the Fiscal Year 1942-1943

1. *Burke v. Wolff*—filed August 18, 1942

This case is similar to the Colbert and other cases relating to physical qualifications to participate in the examinations for Fireman. This applicant was rejected because he was over weight. The case has been submitted, but no decision has been rendered.

2. *Callahan et al. v. City and County of San Francisco*

3. *Murray et al. v. City and County of San Francisco*—filed June 21, 1943

A charter amendment was passed increasing the salaries of members of the Police and Fire Department, such increases to take effect when funds were available to pay them, but not later than July 1, 1943. Fiscal arrangements had been made to put the increases into effect on July 1, 1943. These suits were filed to compel the increased payment at an earlier date, based on the contention of the petitioners that funds became available before July 1, 1943. These cases have not been brought to trial.

4. *Germano v. Civil Service Commission*—filed July 1, 1942

This action was brought on behalf of various per diem employees to compel the payment of a premium rate for overtime service performed. The matter has not been brought to trial.

5. *Snell v. Civil Service Commission*—filed April 16, 1943

The plaintiff was employed in a clerical capacity by the City during the day, and also as a school teacher in the evening schools. Since this was contrary to the policy and rules of the Commission regarding the holding of more than one salaried position, she had been ordered to give up one position or the other. This suit was brought to establish the plaintiff's right to continue in both positions. The case has not been brought to trial.

6. *Sheubridge v. Police Commission*—filed September 16, 1942

The Civil Service Commission is not a party to this action, as no appeal to the Civil Service Commission

is provided in cases of disciplinary actions taken by either the Police or Fire Commission. This was an action to set aside the action taken by the Police Commission in dismissing the petitioner. It has not been brought to trial.

City Attorney's Opinions

July 1, 1942 to June 30, 1943

During the fiscal year 1942-43 twenty-six opinions were received from the City Attorney relating to matters affecting the operations of the Civil Service Commission.

The most noteworthy opinions were as follows:

December 3, 1942.

To the effect that the Board of Supervisors has no authority to refuse to amend the annual salary ordinance to establish positions duly created by the Board of Education as the Board of Supervisors of the City and County of San Francisco has no control whatever over the employees of the San Francisco Unified School District.

December 28, 1942.

To the effect that presidential executive orders have no effect on City employees nor are they subject to regulations of the National War Labor Board.

January 27, 1943.

To the effect that salary standardization ordinancees are subject to referendum.

December 9, 1942.

Regarding the status of a member of the Board of Supervisors who had been called for active duty with the United States Navy. The opinion in this case followed an opinion previously rendered in connection with a similar leave requested by a Civil Service Commissioner (Dr. Howard M. McKinley) to the effect that a military leave could be granted for the unexpired portion of the term for which the person was elected (or appointed).

January 27, 1943.

To the effect that leaves of absence in excess of six months taken for the purpose of taking private employment in positions unrelated to the positions held under Civil Service appointment for the purpose of furthering the war effort are proper under Section 153 of the Charter as amended. Such leaves are of a special type and do not conflict with the general provisions of Section 153 which provide that leaves for the purpose of accepting other employment shall be limited to six months.

December 12, 1942.

To the effect that the Civil Service Commission has the discretion to grant leaves of absence to employees to accept employment in the war effort, whether or

not such leaves have the approval of the appointing officer.

March 22, 1943.

On the following question:

“QUESTION: May the Board of Park Commissioners, with the consent of the Superintendent of Parks, determine, assign and designate the duties of non-Civil Service employees under its jurisdiction without said determination, assignment or designation of duties being subject to revision or approval by the Civil Service Commission, provided that the duties assigned and designated in no way conflict with the duties already assigned to positions under Civil Service?”

After discussing Sections 141 and 142 of the Charter the Civil Service Commission was advised as follows:

“These charter provisions make it clear that after a department has drafted a statement of the proposed duties of a non-civil service position, it must be submitted to the Civil Service Commission for its examination and approval.

This is so because: First—under section 142 of the charter it is the duty of the Civil Service Commission to fill all positions in the city government, as therein defined, from civil service lists (with certain limited exceptions). Before passing on the proposed duties of a non-civil service position, the Civil Service Commission must be satisfied that there are not included therein certain functions and responsibilities which are beyond the scope of the non-civil service positions, as allowed by the charter and which more properly belong in the hands of a civil service employee, and: Second—as the Civil Service Commission must make its recommendation for salary standardization purposes, of even the non-civil service positions, it must be satisfied that the duties as listed properly describe the functions performed and are within the purview of the non-civil service job allowed by the charter, upon which to predicate its salary recommendation for salary standardization purposes.

The question here submitted seeks to assume that the statement of duties as prepared by the Park Commission does not conflict with any of the civil service charter requirements—without having first submitted the statement of duties to the Civil Service Commission for its examination and approval. We cannot subscribe to this assumption, because neither the Park Commission nor any other commission is privileged to set up a statement of duties for a civil service or non-civil service position and then, without submitting the statement to the Civil Service Commission,

just proceed to assume that the statement of duties is correct and is in full accord with all of the civil service rules, regulations and charter provisions.

You are, therefore, advised that a proposed statement of duties of a non-civil service position must be first submitted to the Civil Service Commission for its examination and approval, and it cannot be assumed without such prior submission to the Civil Service Commission that the proposed statement of duties as thus prepared is not in conflict with any of the civil service rules, regulations or charter provisions.”

May 12, 1943.

On the following question:

“Has the Park Commission the power to reorganize the various divisions and departments under its control?”

The Park Department proposed to create five divisions under the general direction of the Superintendent of Parks.

After discussing sections 20 and 41 of the Charter, the City Attorney advises the Commission that the Park Commission could on its own motion combine, transfer and redistribute among the various departments under its authority any of the functions of such departments.

In effecting a divisional reorganization, the civil service rights of employees cannot be interfered with to their prejudice. (See City Attorney's opinion of March 22, 1943.) However, this does not mean that every single duty now performed by such employees must be continued for all future time but their major duties should not be disturbed.

The occupant of the non-civil service position of Secretary, Park Commission, can assume duties in addition to those performed by him, provided that such assumption of additional duties does not have the effect of reducing the duties of regular civil service employees to the prejudice of their civil service standing.

Amendments to Rules

July 1, 1942 to June 30, 1943

Rule 26—Reduction in Force, amended October 21, 1942 and April 14, 1943

Rule 30—Annual Vacation, amended July 29, 1942

Rule 31—Leaves of Absence, amended March 10, 1943

Rule 31.1—Military Leaves, amended July 29, 1942 and November 25, 1942 and March 31, 1943

Rule 41—Regular and Special Meetings, amended February 3, 1943

Rule 47—Limited Tenure Appointments, adopted January 13, 1943, amended January 20, 1943 and February 10, 1943 and June 16, 1943



SECTION 4.

REPORT OF EXAMINING DIVISION

July 1, 1941 to June 30, 1943

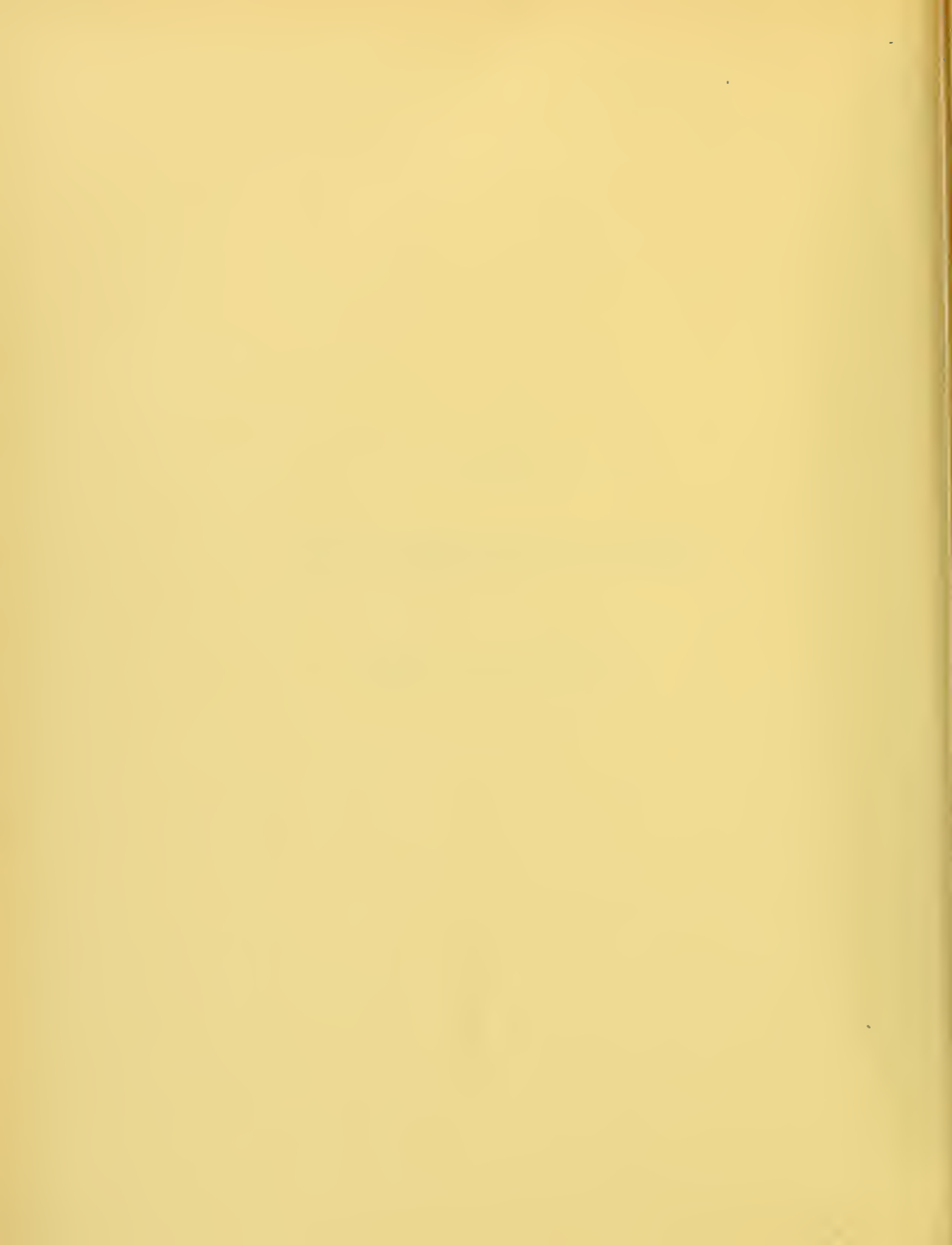


EXHIBIT No. 7

MEMBERS OF BOARDS OF SPECIAL EXAMINERS

1941-42

The Civil Service Commission acknowledges with appreciation the valuable services of the following citizens who, without compensation, assisted during the year in the preparation and conduct of examinations:

Name	Title
Rafael P. Bricea.....	Surgeon, Department of Public Health
Clayton G. Lyon.....	Physician, Department of Public Health
Jack L. Margot.....	Sr. Emergency Hospital Steward, Department of Public Health
Thomas J. Fitzpatrick.....	Surgeon, Department of Public Health

No special examiners assisted in examinations in 1942-43.

EXHIBIT No. 8

EXAMINATIONS COMPLETED EACH FISCAL YEAR

July 1, 1931 to June 30, 1943

Fiscal Year	Number of Examinations Completed and Lists Adopted	Number of Applicants	Number of Participants	Number Qualified and Placed on Eligible Lists	Number Not Qualified
1931-32	153	10,800	7,790	3,235	4,555
1932-33	61	5,150	4,253	1,901	2,352
1933-34	37	13,481	10,179	2,187	7,992
1934-35	38	4,927	3,576	1,460	2,116
1935-36	45	15,820	10,555	3,481	7,074
1936-37	105	7,785	5,698	2,300	3,398
1937-38	109	15,835	10,927	4,422	6,505
1938-39	94	15,041	10,296	3,437	6,859
1939-40	65	6,088	4,122	1,196	2,926
1940-41	72	12,902	7,160	1,981	5,179
1941-42	101	22,545	14,856	4,982	9,874
1942-43—Regular	125	26,125	11,969	5,998	5,971
1942-43—Limited Tenure	30	1,330	1,330	1,121	209

EXHIBIT No. 9

SUMMARY OF REGULAR EXAMINATIONS COMPLETED
July 1, 1941 to June 30, 1942

Type	Number	Number of applications filed	Applications rejected	Applications accepted	Number of participants	Number failed to respond	Number of ineligibles	Number of eligibles
Entrance	60	21,010	2,077	18,933	13,527	5,406	8,967	4,560
Promotive	36	1,445	18	1,427	1,270	157	887	383
Combination	5	90	17	73	59	14	20	39
	101	22,545	2,112	20,433	14,856	5,577	9,874	4,982
			9.37% of total applications filed	90.63% of total applications filed	72.70% of total applications accepted	27.30% of total applications accepted	43.79% of total applications filed 66.46% of partici- pants	22.09% of total applications filed 33.54% of partici- pants

EXHIBIT No. 10

SUMMARY OF REGULAR EXAMINATIONS COMPLETED
July 1, 1942 to June 30, 1943

Type	Number	Applications filed	Applications rejected	Applications accepted	Number of participants	Number failed to respond	Number of ineligibles	Number of eligibles
Entrance	49	24,849	6,698	18,151	10,908	7,243	5,449	5,489
Promotive	69	1,478	23	1,455	1,024	134	542	479
Combination	7	98	34	64	40	24	10	30
Totals	125	26,125	6,755	19,370	11,969	7,401	5,971	5,998
			25.85% of total applications filed	74.15% of total applications filed	61.79% of total applications accepted	38.21% of total applications accepted	22.85% of total applications filed 49.88% of participants	22.96% of total applications filed 50.12% of participants

ANALYSIS OF ENTRANCE EXAMINATIONS COMPLETED JULY 1, 1941 TO JUNE 30, 1942

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of intelligibles	Number of eligibles	Examination consisted of tests as follows:				Minimum qualifications established as follows:			
							Knowledge of duties (written)	Intelligence and/or aptitude (written)	Oral test	Other tests	Experience	Education	Physical	Maximum age limit
Agricultural Instructor, Boys' Ranch School	15	6	9	8	3	5	50	30	20	—	X	—	—	—
Armature Winder	10	5	5	4	0	4	70	30	—	—	X	—	—	—
Armorer, R. O. T. C.	3	1	2	2	1	1	100	—	—	—	—	Trng.	—	—
Assistant Clinical Technician, Blood Bank	13	6	7	5	1	4	80	—	20	—	X	—	—	—
Auto Machinist	146	80	66	55	9	46	70	30	—	—	X	—	—	—
Bacteriological Laboratory Technician	8	0	8	8	0	8	100	—	—	—	—	X	—	—
Bookkeeper	971	138	833	542	338	204	80	20	—	—	—	X	—	—
Bookkeeping Machine Operator	183	41	142	120	76	44	80	20	—	—	X	—	—	—
Cable Splicer	5	2	3	1	0	1	70	30	—	—	X	—	—	—
Cable Splicer's Helper	18	15	3	2	1	1	60	40	—	—	X	—	—	—
Car and Auto Painter	31	15	16	15	7	8	100	—	—	—	X	—	—	—
Car Repairer	38	19	19	16	8	8	70	30	—	—	X	—	—	—
Chief, Division of Tuberculosis Control	3	0	3	2	0	2	100	—	—	—	X	X	—	—
Chief, Division of Venereal Disease Control	4	1	3	3	0	3	100	—	—	—	X	X	—	—
Clinical Technician, Blood Bank	9	3	6	4	1	3	80	—	20	—	X	X	—	—
Conductor	2,055	67	1,988	1,302	848	454	—	100	—	—	—	—	X	—
Cook	483	40	443	288	121	167	—	75	—	—	25	—	—	—
Cook	77	25	52	41	24	17	100	—	—	—	X	—	—	—
Director of Boys' Ranch School	36	23	13	13	5	8	80	—	20	—	X	X	—	—
Electrical Draftsman	15	4	11	6	3	3	70	—	30	—	X	X	—	—
Electrician	90	25	65	43	22	21	70	30	—	—	X	—	—	—
Emergency Hospital Steward	65	29	36	30	9	21	100	—	—	—	X	—	X	—
Engineer of Stationary Steam Engines	169	30	139	120	111	9	100	—	—	—	X	—	—	—
Field Nurse	41	13	28	23	7	16	70	—	20	10	—	X	—	—
Fireman	2,586	97	2,489	2,189	2,102	87	—	80	20	—	—	—	X	X
Fireman	1,006	61	945	762	431	317	—	100	—	—	—	—	X	X
Fireman of Stationary Steam Engines	115	23	92	78	18	60	100	—	—	—	X	—	—	—
Garageman	200	64	136	100	8	92	60	40	—	—	X	—	—	—
General Clerk (f)	2,102	83	2,019	1,309	897	412	100	—	—	—	X	—	—	—
General Clerk (m)	2,517	76	2,441	1,679	1,091	588	—	100	—	—	—	—	—	—

EXHIBIT No. 11 (continued)

ANALYSIS OF ENTRANCE EXAMINATIONS COMPLETED JULY 1, 1941 TO JUNE 30, 1942

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of intelligibles	Number of eligibles	Examination consisted of tests as follows:				Minimum qualifications established as follows:			
							Knowledge of duties (written)	Intelligence and/or aptitude (written)	Oral test	Other tests	Experience	Education	Physical	Maximum age limit
General Clerk-Stenographer (m)	81	4	77	47	14	33	%	%	%	%	—	—	—	—
General Clerk-Typist (m)	286	16	270	143	15	128	—	50	—	50 ¹	—	—	—	—
Hydrantman—Gateman	169	103	66	51	34	17	100	—	—	50 ¹	X	—	—	—
Junior Civil Engineering Draftsman	22	7	15	9	1	8	60	—	—	40 ²	X	X	—	—
Junior Water Purification Engineer	26	5	21	15	14	1	100	—	—	—	X	X	—	—
Key Drive Calculating Machine Operator	121	44	77	62	26	36	—	50	—	50 ¹	—	—	—	—
Lineman	25	7	18	13	3	10	100	—	—	—	X	—	X	—
Marble Setter	12	4	8	7	2	5	100	—	—	—	X	—	X	—
Marine Engineer of Fire Boats	44	7	37	23	23	3	100	—	—	—	—	—	—	—
Marine Fireman of Fire Boats	72	25	47	40	16	24	100	—	—	—	—	—	—	—
Meter Reader	1,915	60	1,855	1,198	1,017	181	—	100	—	—	—	—	X	—
Motorman	2,055	67	1,988	1,302	848	454	—	100	—	—	—	—	X	—
Motorman	483	40	443	288	121	167	—	75	—	25 ¹	—	—	X	—
Moving Picture Operator	4	1	3	2	0	2	70	30	—	—	—	—	—	—
Painter	178	60	118	108	44	64	100	—	—	—	X	—	—	—
Pay Roll Machine Operator	16	10	6	6	3	3	—	40	—	60 ¹	X	—	—	—
Pilot of Fire Boats	18	8	10	7	4	3	100	—	—	—	—	—	—	—
Policeman	1,172	214	958	728	445	225	—	100	—	—	X	X	X	X
Probation Officer	172	56	116	96	53	43	40	30	20	10 ¹	X	—	—	—
Pump Operator	107	24	83	72	37	35	100	—	—	—	X	—	—	—
Ranch School Maintenance Man	16	14	2	1	0	1	50	30	20	—	X	—	—	—
Registered Nurse	217	39	178	138	13	125	90	—	—	10 ¹	—	X	—	—
Roller Controlman	92	12	80	39	14	25	80	20	—	—	—	—	—	—
Sewer Pumping Station Attendant	107	24	83	72	37	35	100	—	—	—	X	—	—	—
Sheet Metal Worker	31	9	22	19	4	15	70	30	—	—	—	—	—	—
Special Nurse	217	39	178	139	14	125	90	—	—	10 ¹	—	X	—	—
Tabulating Alphabetic Key Punch Operator (m)	16	4	12	11	4	7	30	20	—	50 ¹	X	—	—	—
Telephone Operator	308	177	131	112	19	93	60	40	—	—	X	—	—	—
Transmission Line Patrolman	8	4	4	2	0	2	70	30	—	—	X	—	—	—
Veterinarian	6	1	5	4	0	4	100	—	—	—	—	X	—	—
TOTALS	21,010	2,077	18,933	13,527	8,967	4,560								

- 1 Experience
- 2 Mathematics
- 3 Age rated competitively
- 4 Practical test

ANALYSIS OF ENTRANCE EXAMINATIONS COMPLETED JULY 1, 1942 TO JUNE 30, 1943

CLASS TITLE	Examination consisted of tests as follows:						Minimum qualifications established as follows:							
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligibles	Number of eligibles	Knowledge of duties (written)	Intelligence and aptitude (written)	Oral test	Other tests	Experience	Education	Physical	Maximum age limit
Airport Attendant	2,085	272	1,813	1,152	907	245	100	%	—	—	—	—	—	—
Ambulance Driver	81	19	62	22	12	10	100	—	—	—	X	X ²	X	—
Animal Keeper	84	3	81	23	9	14	100	—	—	—	—	—	—	—
Assistant Supervisor Public Information and Instruction Service, San Francisco Civilian Defense Council	19	10	9	5	2	3	80	—	20	—	X	—	—	—
Assistant Traffic Engineer	3	1	2	2	2	2	100	—	—	—	X	X	—	—
Business Manager, Dept. Public Health	6	2	4	4	2	2	100	—	—	—	—	X	—	—
Conductor (male)	2,840	118	2,722	1,675	1,062	613	100	—	—	—	—	—	X	—
Conductor (female)	249	24	225	51	9	42	100	—	—	—	—	—	—	X
Cook's Assistant	639	88	551	236	40	196	100	—	—	—	—	—	—	—
Counter Attendant	639	88	551	236	40	196	100	—	—	—	—	—	—	—
Engineer of Stationary Steam Engines	124	25	99	94	75	19	100	—	—	—	X	—	—	—
Fireman of Stationary Steam Engines	52	12	40	33	11	22	100	—	—	—	—	—	—	—
Gardener	117	54	63	45	28	17	80	20	—	—	X	X	—	—
General Clerk-Stenographer (female)	1,272	34	1,238	793	285	508	50	—	—	—	—	—	—	—
General Clerk-Typist (female)	1,654	68	1,586	955	446	509	50	—	—	—	—	—	—	—
Governorman	14	—	14	5	—	5	60	40	—	—	X	X	—	—
Instructor of Nursing	7	3	4	2	—	2	70	—	20	103	X	X	—	—
Jail Matron	268	12	256	68	13	55	90	—	—	103	—	—	X	—
Janitor	2,085	272	1,813	1,152	325	827	100	—	—	—	—	—	—	—
Janitress	939	52	887	716	582	134	100	—	—	—	—	—	—	—
Junior Civil Engineering Draftsman	6	—	6	5	2	3	60	40	—	—	X	X	—	—
Junior Water Purification Engineer	7	—	7	4	—	4	60	40	—	—	X	X	—	—
Kitchen Helper (male)	213	44	169	59	10	49	100	—	—	—	—	—	—	—
Kitchen Helper (female)	239	9	230	108	35	73	100	—	—	—	—	—	—	—
Laborer	2,750	2,380	370	370	153	217	—	—	—	X ⁴	—	—	X	—
Laborer	3,000	2,555	445	445	33	412	—	—	—	X ⁴	—	—	X	—
Land Appraiser	24	12	12	8	1	7	70	30	—	—	X	X	—	—

ANALYSIS OF ENTRANCE EXAMINATIONS COMPLETED JULY 1, 1942 TO JUNE 30, 1943

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Examination consisted of tests as follows:				Minimum qualifications established as follows:			
							Knowledge of duties (written)	Intelligence and/or aptitude (written)	Oral test	Other tests	Experience	Education	Physical	Maximum age limit
							%	%	%	%				
Librarian	47	9	38	20	1	19	70	30	—	—	X	X	—	—
Male Attendant, Juvenile Detention Home.....	18	4	14	8	1	7	60	40	—	—	X	—	—	—
Marine Engineer, Fire Boats.....	25	7	18	16	7	9	100	—	—	—	X	—	—	—
Marine Fireman, Fire Boats.....	23	9	14	13	5	8	100	—	—	—	X	X ²	—	—
Morgue Attendant	28	4	24	15	8	7	50	50	—	—	X	X ²	—	—
Motorman	2,840	118	2,722	1,675	1,062	613	100	—	—	—	—	—	X	—
Orderly (male)	213	44	169	59	10	49	100	—	—	—	—	—	—	—
Orderly (female)	239	9	230	108	35	73	100	—	—	—	—	—	—	—
Porter (male)	213	44	169	59	10	49	100	—	—	—	—	—	—	—
Porter (female)	239	9	230	108	35	73	100	—	—	—	—	—	—	—
Probation Officer (male)	61	22	39	18	2	16	40	30	20	103	X	X	—	—
Psychiatric Social Service Worker.....	16	2	14	11	4	7	60	30	—	103	X	X	—	—
Pump Operator	39	4	35	33	26	7	100	—	—	—	X	—	—	—
Registered Nurse	50	11	39	25	4	21	90	—	—	103	—	X ²	—	—
Rules Attendant	639	88	551	236	40	196	100	—	—	—	—	—	—	—
Sewer Pumping Station Attendant	39	4	35	33	26	7	100	—	—	—	X	—	—	—
Social Service Worker	151	37	114	62	10	52	40	30	20	103	X	X	—	—
Storekeeper	367	98	269	69	19	50	60	40	—	—	X	—	—	—
Transmission Line Patrolman.....	7	—	7	3	—	3	70	30	—	—	X	—	—	—
Transmission Line Patrolman Helper.....	5	—	5	3	—	3	60	40	—	—	X	—	—	—
Woman Attendant, Juvenile Detention Home.....	147	8	139	58	31	27	60	30	—	103	—	—	—	—
X Ray Technician	27	10	17	8	1	7	100	—	—	—	—	—	—	—
TOTALS	24,849	6,698	18,151	10,908	5,419	5,489								

1. Practical test.
2. A certificate of proficiency or license to practice required for admission to this examination.
3. Age rated competitively
4. Rank on eligible list in order of priority of filing.

EXHIBIT No. 12

ANALYSIS OF PROMOTIONAL EXAMINATIONS COMPLETED JULY 1, 1941 TO JUNE 30, 1942

Examination consisted of tests as follows:

County service
City and
ment and
Oral test
Other tests
Intelligence
(written)
and/or aptitude
Knowledge
of duties
(written)
Number of
eligible
Number of
ineligible
Number of
participants
Number of
applications
accepted
Number of
applications
rejected
Number of
applications
filled

CLASS TITLE

Lower ranks permitted to participate

CLASS TITLE	Number of applications filled	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligible	Knowledge of duties (written)	Intelligence and/or aptitude (written)	Other tests	Oral test	Ascertained County service City and ment and	Surveyor, Surveyor or Office Surveyor (old class).
Assistant Chief Surveyor, Department of Public Works	5	0	5	5	3	2	70%	—	—	20%	10%	Surveyor, Surveyor or Office Surveyor (old class).
Assistant Supervisor, Bureau of Accounts, Public Utilities Commission	7	0	7	7	2	5	90%	—	—	—	10%	Senior Accountant; Accountant or Head Clerk.
Captain, Fire Department	80	0	80	72	37	35	75%	—	—	—	25%	Lieutenant, Fire Department.
Captain of Watch, Sheriff's Office	20	1	19	15	1	14	90%	—	—	—	10%	Jailer.
Captain, Police Department	23	0	23	23	10	13	75%	—	—	—	25%	Lieutenant, Police Department.
Chief Assistant Clerk, Municipal Court	5	0	5	5	1	4	90%	—	—	—	10%	Senior Civil Law Clerk; Senior Criminal Law Clerk, or Head Clerk.
Chief Engineer of Stationary Steam Engines, Department of Public Health	4	0	4	4	2	2	90%	—	—	—	10%	Engineer of Stationary Steam Engines.
Chief Engineer of Stationary Steam Engines, Department of Public Works	16	0	16	15	11	4	90%	—	—	—	10%	Engineer of Stationary Steam Engines.
Claims Investigator, Public Utilities Commission	7	0	7	7	4	3	70%	—	—	20%	10%	Assistant Chief Surveyor; Surveyor.
Criminal Law Clerk, Municipal Court	15	1	14	12	5	7	70%	20%	—	—	10%	Inspector, Municipal Railway.
District Director of Street Cleaning, Department of Public Works	21	0	21	15	8	7	90%	—	—	—	10%	General Clerk; General Clerk-Typist.
Field Nurse, Department Public Health	60	0	60	45	43	2	50%	20%	—	20%	10%	Labor Foreman; Labor Sub-Foreman; Chauffeur; Sub-Station Foreman.
Foreman, Car Repairer, Public Utilities Commission	104	1	103	95	84	11	85%	—	5%	—	10%	Registered Nurse; Head Nurse; Podiatrist; Head Nurse; Psychiatric; Operating Room Nurse; Anaesthetist; or Chinese Visiting Nurse.
Foreman, Cement Finisher, Department of Public Works	3	0	3	3	0	3	90%	—	—	—	10%	Sub-Foreman Car Repairer.
General Foreman Electrician, Department of Public Works	6	0	6	6	4	2	90%	—	—	—	10%	Cement Finisher.
Head Nurse, Department of Public Health	7	0	7	6	1	5	90%	—	—	—	10%	Electrician.
Inspector of Fire Department Apparatus, Fire Department	91	1	90	81	23	58	90%	—	—	—	10%	Registered Nurse; Operating Room Nurse.
Jury Commissioner, Municipal Court	76	0	76	53	47	6	75%	—	—	—	25%	Fireman; Engineer of Fire Engines.
Lieutenant, Fire Department	3	1	2	2	1	1	90%	—	—	—	10%	Cashier; Chief Assistant Clerk.
Lieutenant, Police Department	524	0	524	480	410	70	75%	—	—	—	25%	Fireman; Engineer of Fire Engines.
Lieutenant, Police Department	97	0	97	93	68	25	75%	—	—	—	25%	Sergeant of Police.

EXHIBIT No. 12 (continued)

ANALYSIS OF PROMOTIONAL EXAMINATIONS COMPLETED JULY 1, 1941 TO JUNE 30, 1942

CLASS TITLE	Examination consisted of tests as follows:										Lower ranks permitted to participate
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Knowledge of duties (written)	Intelligence and/or aptitude (written)	Other tests	Oral test	
Main Pipe Foreman, Public Utilities Commission	9	0	9	7	2	5	90%	—	—	—	Pipe Calker; Serviceman.
Sanitary Engineering Designer, Department of Public Works	6	0	6	6	2	4	90%	—	—	—	Senior Civil Engineering Draftsman; Engineering Draftsman (old class).
Senior Bookkeeper, Public Administrator's Office	2	0	2	2	1	1	90%	—	—	—	Bookkeeper, Finance and Records.
Senior Civil Engineering Draftsman, Department of Public Works	7	0	7	7	2	5	90%	—	—	—	Civil Engineer Draftsman; Structural Draftsman; Mechanical Draftsman.
Senior Civil Law Clerk, Municipal Court	17	0	17	14	7	7	90%	—	—	—	Civil Law Clerk; Court Room Clerk.
Senior Clerk, Municipal Court	18	0	18	15	8	7	90%	—	—	—	General Clerk; General Clerk-Typist.
Senior Criminal Law Clerk, Municipal Court	8	0	8	8	3	5	90%	—	—	—	Criminal Law Clerk; Court Room Clerk.
Serviceman, Public Utilities Commission	33	6	27	17	6	11	90%	—	—	—	Laborer; Water Department Worker; Country Meteman; Leadman; Compressor Operator.
Stockman, Board of Education	105	5	100	89	65	24	60%	30%	—	—	Janitor.
Sub-Foreman Car Repairer, Public Utilities Commission	14	1	13	12	4	8	60%	30%	—	—	Car Repairer; Car Repairer Welder.
Supervising Building Appraiser, Assessor	8	0	8	8	3	5	90%	—	—	—	Building Appraiser.
Supervisor of Maintenance and Repair of School Buildings, Board of Education	5	0	5	4	0	4	90%	—	—	—	Foreman Carpenter; Chief Engineer Stationary Steam Engines; General Foreman Carpenter; General Foreman Painter; General Foreman Sheet Metal Worker; General Foreman Electrician; General Foreman Plumber; General Foreman Steamfitter.
Supervisor of the Traffic Fines Bureau, Municipal Court	5	0	5	5	2	3	90%	—	—	—	Senior Civil Law Clerk; Senior Criminal Law Clerk; Head Clerk.
Surveyor, Department of Public Works	12	0	12	11	2	9	90%	—	—	—	Surveyor's Field Assistant.
Working Foreman Janitor, Department of Public Works	22	1	21	21	15	6	90%	—	—	—	Janitor.
TOTALS	1,445	18	1,427	1,270	887	383					

ANALYSIS OF PROMOTIONAL EXAMINATIONS COMPLETED JULY 1, 1942 TO JUNE 30, 1943

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Examination consisted of tests as follows:										City and County service	Ascertained merit and ability to participate
							Knowledge of duties (written)	Intelligence (written and/or aptitude)	Other tests	Oral test	%	%	%	%	%	%		
Actuarial Clerk	2	—	2	2	—	2	90	—	—	—	—	—	—	—	—	10	Senior Clerk, Head Clerk, Senior Clerk-Stenographer	
Administrative Assistant, Juvenile Court.....	4	—	4	4	1	3	90	—	—	—	—	—	—	—	—	10	Senior Bookkeeper, Senior Psychologist, Supt. Juvenile Det. Home, Psychiatric Social Service Worker, Senior Probation Officer, Collector, Juvenile Court	
Assistant Cashier, Recorder's Office.....	22	—	22	22	18	4	90	—	—	—	—	—	—	—	—	10	General Clerk, Senior Clerk, General Clerk-Stenographer, Senior Clerk-Stenographer, General Clerk-Typist, Bookkeeper	
Assistant Cashier, Treasurer's Office.....	6	—	6	6	2	4	90	—	—	—	—	—	—	—	—	10	Head Clerk, Senior Teller, Treasurer's Office; or old classes of Bookkeeper or Deputy-Treasurer's Office	
Assistant Chief Nursewoman.....	5	—	5	5	—	5	90	—	—	—	—	—	—	—	—	10	Gardener, Park Department	
Assistant Clerk, Board of Supervisors.....	2	—	2	2	—	2	70	—	201	—	—	—	—	—	—	10	General Clerk-Stenographer	
Assistant Head Animal Keeper.....	8	—	8	8	6	3	90	—	—	—	—	—	—	—	—	10	Animal Keeper	
Assistant Superintendent, Recreation Department	7	—	7	7	5	3	90	—	—	—	—	—	—	—	—	10	Secretary, Recreation Dept.; Director-at-Large, Recreation Dept.; Camp Manager, Supervisor Athletics, male, Supervisor Women's Activities; Supervisor Dramatics; Supervisor Music; Supervisor Swimming, and Curator, Children's Museum	
Cashier, Municipal Court.....	5	—	5	4	—	4	90	—	—	—	—	—	—	—	—	10	Senior Civil Law Clerk, Senior Criminal Law Clerk, or Head Clerk	
Cashier, Recorder's Office.....	4	—	4	3	1	2	90	—	—	—	—	—	—	—	—	10	Teller, Assistant Cashier, Tax Collector's Office; Senior Bookkeeper, Head Clerk	
Cashier, Sheriff's Office.....	8	—	8	7	3	4	90	—	—	—	—	—	—	—	—	10	Bookkeeper, General Clerk-Stenographer, General Clerk, General Clerk-Typist, Head Keeper, Keeper, Writ Server, Bailiff, Woman Bailiff	
Chief Clerk, Sheriff's Office.....	8	—	8	6	3	3	90	—	—	—	—	—	—	—	—	10	Head Keeper, Writ Server, Bailiff, Woman Bailiff, Detention Hospital	
Chief Water Purification Engineer.....	3	—	3	3	—	3	90	—	—	—	—	—	—	—	—	10	Bailiff, or old class of Bookkeeper	
Civil Law Clerk, Municipal Court.....	33	—	33	28	14	14	90	—	—	—	—	—	—	—	—	10	Water Purification Engineer	
Court Room Clerk, Municipal Court.....	33	—	33	32	16	16	90	—	—	—	—	—	—	—	—	10	General Clerk, Senior Clerk, General Clerk-Typist	
Director-at-Large, Recreation Department.....	21	—	21	18	4	14	90	—	—	—	—	—	—	—	—	10	Criminal Law Clerk, Civil Law Clerk, General Clerk, Senior Clerk, General Clerk-Typist	
																	Playground Director	

ANALYSIS OF PROMOTIONAL EXAMINATIONS COMPLETED JULY 1, 1942 TO JUNE 30, 1943

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Examination consisted of tests as follows:				Oral test	City and County service	Lower ranks permitted to participate
							Knowledge of duties (written)	Intelligence (and/or aptitude) (written)	Other tests	%	%		
Director, Bureau of Delinquent Revenue.....	8	1	7	5	1	4	90	—	—	—	—	10	Chief Clerk, County Clerk; Chief Clerk, Elections; Chief Clerk, Registrations; Chief Clerk, Recorder; Cashier, Recorder; Cashier, County Clerk; Senior Inspector, Licenses; Law Clerk, Registrar's; Assistant, Cashier, Recorder; Cashier, Tax; Director, Bureau of Licenses; Senior Criminal Law Clerk; Senior Civil Law Clerk; Assistant, Cashier, Tax; Head Clerk; Adjutor, Tax; Teller
Foreman Carpenter, Board of Education.....	4	1	3	3	1	2	90	—	—	—	—	10	Carpenter
Foreman Gardener, Park Department.....	9	—	9	7	2	5	90	—	—	—	—	10	Head Gardener
Foreman Granite Cutter.....	5	—	5	5	1	4	90	—	—	—	—	10	Granite Cutter
Foreman Hydrantman Gateman.....	8	—	8	7	3	4	90	—	—	—	—	10	Hydrantman-Gateman, Pipe Caller
Head Animal Keeper.....	4	—	4	6	4	2	90	—	—	—	—	10	Assistant Head Animal Keeper, Animal Keeper
Head Clerk, Civil Service Commission ..	6	—	6	5	1	4	90	—	—	—	—	10	General Clerk, General Clerk-Stenographer, General Clerk-Typist, Senior Clerk
Head Clerk, Water Department.....	9	—	9	8	—	8	90	—	—	—	—	10	Senior Clerk, Statistician, Senior Book-keeping Machine Operator, Chief Water Service Inspector
Head Gardener, Department of Public Health	3	—	3	3	—	3	90	—	—	—	—	10	Gardener
Head Gardener, Park Department.....	46	—	46	40	6	12	90	—	—	—	—	10	Gardener
Head Gardener, Park Department.....	16	—	16	13	4	11	90	—	—	—	—	10	Gardener, Insecticide Spray Operator, Tree Topper, Power Mower Tractor Operator
Head Gardener, Public Utilities Commission..	1	1	3	3	2	1	90	—	—	—	—	10	Gardener
Head Keeper, Sheriff's Office.....	12	—	12	9	3	6	90	—	—	—	—	10	General Clerk, General Clerk-Stenographer, General Clerk-Typist, Cooper-Sheriff's Office, Bailiff, Woman Bailiff
Head Nurse, Psychiatric.....	19	2	17	14	6	8	90	—	—	—	—	10	Registered Nurse, Operating Room Nurse
Labor Foreman, Park Department.....	10	—	10	6	3	3	60	30	—	—	—	10	Laborer, Mower Maintenance Man, Tractor Man, Chauffeur, Power Mower Tractor Operator, Tree Topper-Laborer, Insecticide Spray Operator, Teamster, Two-Horse Vehicle
Power House Operator.....	2	—	2	3	—	3	90	—	—	—	—	10	Governor
Power Mower Tractor Operator.....	3	—	3	3	—	3	90	—	—	—	—	10	Gardener, Laborer
Senior Addressing Machine Operator, Controller's Office.....	2	—	2	2	—	2	30	—	40	—	—	10	Addressing Machine Operator, Payroll Machine Operator, Bookkeeping Machine Operator, General Clerk-Stenographer, General Clerk-Typist

ANALYSIS OF PROMOTIONAL EXAMINATIONS COMPLETED JULY 1, 1942 TO JUNE 30, 1943

Examination consisted of tests as follows:

Intelligence (written)
Other tests
Oral test

Lower ranks permitted to participate

CLASS TITLE

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Knowledge of duties (written)	Intelligence (written)	Other tests	Oral test	Ascertained merit and County service	Lower ranks permitted to participate
Senior Addressing Machine Operator, Registrar's Office	4	1	3	2	—	2	50	—	40	—	10	General Clerk-Stenographer, General Clerk-Typist
Senior Bookkeeper, Controller's Office	17	—	17	17	4	13	90	—	—	—	10	Bookkeeper
Senior Bookkeeper, Department of Public Health	5	—	5	5	1	4	90	—	—	—	10	Bookkeeper
Senior Bookkeeper, Recreation Department	3	—	3	3	1	1	90	—	—	—	10	Bookkeeper
Senior Civil Law Clerk, County Clerk's Office	13	—	13	10	5	5	90	—	—	—	10	Civil Law Clerk, Criminal Law Clerk, Court Room Clerk
Senior Clerk, Coroner's Office	4	—	4	3	—	3	90	—	—	—	10	General Clerk-Typist
Senior Clerk, Recreation Department	5	—	5	5	2	3	90	—	—	—	10	General Clerk, General Clerk-Typist, General Clerk-Stenographer
Senior Clerk, Registrar's Office	17	1	16	11	3	8	90	—	—	—	10	General Clerk, General Clerk-Typist, General Clerk-Stenographer
Senior Clerk, Water Department	59	—	59	54	27	27	90	—	—	—	10	General Clerk-Stenographer
Senior Clerk-Stenographer, City Planning Commission	32	1	31	19	13	6	50	20	20	—	10	General Clerk-Stenographer
Senior Clerk-Stenographer, Department of Public Health	17	—	17	14	6	8	60	30	—	—	10	General Clerk-Stenographer
Senior Clerk-Typist, Public Library	27	2	25	20	13	7	60	30	—	—	10	General Clerk-Typist
Senior Librarian	22	1	21	18	4	14	90	—	—	—	10	Librarian
Senior Orderly	30	6	24	19	1	18	60	30	—	—	10	Orderly
Senior Orderly (male)	5	1	4	3	1	2	90	—	—	—	10	Orderly
Senior Probation Officer, Juvenile Court	8	—	8	8	2	6	90	—	—	—	10	Probation Officer, Psychiatric Social Service Worker, Senior Psychologist
Supervising Inspector, Bureau of Fire Investigation	15	—	15	10	1	9	75	—	—	—	25	Captain, Fire Department
Supervisor, Bureau of Accounts, Department of Public Works	3	—	3	2	—	2	90	—	—	—	10	Supervisor, Bureau of Cost Accounts; Bookkeeper, or old class of Experienced Clerk

ANALYSIS OF PROMOTIONAL EXAMINATIONS COMPLETED JULY 1, 1942 TO JUNE 30, 1943

CLASS TITLE	Examination consisted of tests as follows:										Lower ranks permitted to participate
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of intelligibles	Number of eligibles	Knowledge of duties (written)	Intelligence (written and/or aptitude)	Other tests	Oral test	
Supervisor of Collections, Water Department...	7	—	7	7	4	3	90	—	—	—	Head Clerk, Supervisor of Service and Supply, Supervisor of Closing Bills, Chief Adjuster, Consumers Complaint Investigator, Supervisor of Docks and Shipping, Decoyman
Supervisor of Dramatics (open to women only)...	7	—	7	6	2	4	90	—	—	—	Playground Director
Supervisor, Equipment and Supplies.....	8	—	8	7	1	6	90	—	—	—	General Clerk, General Clerk-Stenographer, General Clerk-Typist, Storkeeper
Supervisor of Documents.....	23	—	23	22	19	3	90	—	—	—	General Clerk, Senior Clerk, General Clerk-Stenographer, Senior Clerk-Stenographer, General Clerk-Typist, Bookkeeper
Supervisor of School Janitors.....	19	—	19	16	13	3	90	—	—	—	Working Foreman Janitor, Stockman
Supervisor of Yard, Water Department.....	44	—	44	33	21	12	90	—	—	—	General Clerk, Senior Clerk, Head Clerk, General Clerk-Stenographer, General Clerk-Typist, Inspector of Public Works Construction, Civil Engineering Inspector, Junior Hydraulic Engineer
Switch Repairer	22	—	22	21	16	5	90	—	—	—	Trackman
Teller, Treasurer's Office.....	3	—	3	3	—	3	90	—	—	—	General Clerk, General Clerk-Stenographer
Track Foreman	26	—	26	25	4	21	90	—	—	—	Trackman, Switch Repairer, Track Welder
Track Welder	9	—	9	8	6	2	90	—	—	—	Trackman
Warehouse and Probate Estates Appraiser.....	7	—	7	6	2	4	90	—	—	—	Property Auditor
Water Service Inspector.....	47	—	47	43	26	17	90	—	—	—	General Clerk, Meter Reader, Shut-Off Man, Hoscman, Ships and Docks
Working Foreman Janitor, Board of Education	88	1	87	81	37	44	90	—	—	—	Janitor
Working Foreman Janitor, Public Library.....	100	2	98	97	88	9	90	—	—	—	Janitor or Sub-Foreman Janitor
Working Foreman Janitor, Public Welfare.....	102	1	101	96	87	9	90	—	—	—	Janitor or Sub-Foreman Janitor
Working Foreman Janitor, Public Utilities Commission	19	1	18	17	3	14	90	—	—	—	Janitor
Writ Server	12	—	12	10	5	5	90	—	—	—	Bookkeeper, General Clerk, General Clerk-Stenographer, General Clerk-Typist, Keeper, Bailiff, Woman Bailiff
TOTALS	1,178	23	1,155	1,021	542	479					

1 Practical test.

EXHIBIT No. 13

LIMITED TENURE EXAMINATIONS COMPLETED

JANUARY 1, 1943 TO JUNE 30, 1943

In 1942 a charter amendment was adopted which empowered the Civil Service Commission to qualify applicants for war-time appointments to entrance positions. Appointments are made in order of priority of filing applications, pending creation of lists of eligibles through the regular examination procedure, and in no event to exceed six months beyond the cessation of hostilities. Tests are informal and non-competitive and are administered at the time of filing application.

CLASS	Applications Filed	Applications Rejected	Number of Eligibles
Alphabetical Key Punch Operator.....	37	4	33
Assistant Director, Boys' Ranch School.....	5	4	1
Assistant Superintendent, San Francisco Hospital.....	1	—	1
Auto Machinist	2	—	2
Butcher	10	—	10
Chauffeur	140	28	112
Chef, Camp Mather.....	5	—	5
Counter Attendant	2	—	2
Dietitian	8	2	6
Elevator Operator	78	9	69
Food Chemist	8	1	7
General Clerk	387	56	331
General Clerk-Typist	199	39	160
Hostler	12	2	10
Instructor of Weaving	2	—	2
Jailer	51	—	51
Junior Electrical Engineer (outside San Francisco).....	0	—	0
Junior Electrical Engineer	3	1	2
Junior Hydraulic Engineer	1	—	1
Leatherworker	1	—	1
Morgue Attendant	1	—	1
Numerical Key Punch Operator.....	31	3	28
Office Assistant	54	4	50
Senior Personnel Assistant	11	—	11
Sewer Pumping Station Attendant.....	8	—	8
Special Agent	31	6	25
Statistician	2	—	2
Telephone Operator	59	14	45
Watchman	160	30	130
Woman Attendant	21	6	15
TOTALS	1330	209	1121

Limited Tenure Examinations completed..... 30

Limited Tenure Examinations in progress—Total applicants 2966

4296

Number of Appointments made..... 3016

Number of Limited Tenure Examinations in progress... 87

ENTRANCE EXAMINATIONS—IN PROGRESS AS OF JUNE 30, 1942

CLASS TITLE	Examination consisted of tests as follows:						Minimum qualifications established as follows:		
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of Ineligibles	Number of eligibles	Knowledge of duties (written)	Intelligence and/or aptitude (written)	Oral test
Airport Attendant	2,085	798	1,287	1,152	—	—	—	100	—
Anaesthetist	2	1	1	—	—	—	100	—	—
Animal Keeper	84	3	81	—	—	—	50	50	—
Assistant Supervisor, Public Information and Instruction Service, San Francisco Civilian Defense Council	—	—	—	—	—	—	—	—	—
Assistant Traffic Engineer	19	10	9	—	—	—	80	—	20
Conductor (Men)	2,840	227	2,613	2	0	2	100	—	—
Conductor (Women)	244	—	—	1,675	—	—	100	—	—
Cook's Assistant	639	88	551	—	—	—	—	100	—
Counter Attendant	639	88	551	—	—	—	—	100	—
Gardener	110	—	—	—	—	—	80	20	—
General Clerk-Stenographer (f)	1,270	36	1,234	793	—	—	50	50	—
General Clerk-Typist (f)	1,654	68	1,586	955	—	—	50	50	—
Governorman	9	7	2	—	—	—	60	40	—
Instructor of Nursing	7	3	4	—	—	—	70	—	20
Jail Matron	268	12	156	—	—	—	90	—	10 ^a
Janitor	2,085	798	1,287	1,152	—	—	—	100	—
Janitress	940	58	882	716	582	134	—	100	—
Kitchen Helper (Men)	213	42	171	—	—	—	—	100	—
Kitchen Helper (Women)	228	—	—	—	—	—	—	100	—
Land Appraiser	18	—	—	—	—	—	—	—	—
Librarian	47	—	—	—	—	—	70	30	—
Morgue Attendant	—	—	—	—	—	—	70	30	—
Motorman	28	4	24	15	—	—	50	50	—
Orderly (Men)	2,840	227	2,613	1,675	—	—	—	100	—
Orderly (Women)	213	—	—	—	—	—	—	100	—
Probation Officer (Men)	228	—	—	—	—	—	—	100	—
Porter (Men)	57	—	—	—	—	—	40	30	20
Porter (Women)	213	—	—	—	—	—	—	100	—
Psychiatric Social Service Worker	228	—	—	—	—	—	—	100	—
Rules Attendant	639	88	551	—	—	—	60	30	10 ^a
Shoe Attendant	—	—	—	—	—	—	—	—	—
Social Service Worker	132	—	—	—	—	—	40	30	10
Storekeeper	398	—	—	—	—	—	60	40	—
Transmission Line Patrolman Helper	8	5	3	—	—	—	60	40	—
Woman Attendant, Juvenile Detention Home	145	8	137	—	—	—	60	30	10 ^a
X-Ray Technician	27	10	17	8	1	7	100	—	—

1. Age rated competitively

ANALYSIS OF ENTRANCE EXAMINATIONS IN PROGRESS ON JUNE 30, 1943

CLASS TITLE	Examination consisted of tests as follows:										Minimum qualifications established as follows:			
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligible	Knowledge of duties (written)	Intelligence and/or aptitude (written)	Oral test	Other tests	Experience	Education	Physical	Maximum age limit
Coroner's Investigator	8	2	6	1	—	—	100	—	—	%	X	X	—	—
Nutritionist and Executive Secretary, Nutrition Committee	6	2	4	2	—	—	100	—	—	—	X	X	—	—
TOTALS	14	4	10											

EXHIBIT No. 15

ANALYSIS OF PROMOTIVE EXAMINATIONS IN PROGRESS AS OF JUNE 30, 1942

CLASS TITLE	Examination consisted of tests as follows:						Lower ranks permitted to participate
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	
						Knowledge of duties (written)	
						Intelligence and/or aptitude (written)	
						Other tests	
						Oral test	
						Ascertained City and County service	
Cashier, Municipal Court.....	5	0	5	4	—	—	10%
Cashier, Sheriff's Office.....	8	0	8	—	—	—	10%
Chief Clerk, Sheriff's Office.....	8	0	8	—	—	—	10%
Foreman Gardener, Park Department.....	9	0	9	—	—	—	10%
Foreman Granite Cutter, Department of Public Works.....	5	0	5	—	—	—	10%
Head Gardener, Park Department.....	46	1	45	—	—	—	10%
Power House Operator, Public Utilities Commission.....	5	0	5	5	0	—	10%
Senior Addressing Machine Operator Controller's Office.....	0	—	—	—	—	—	10%
Senior Addressing Machine Operator Registrar's Office.....	4	0	4	—	—	—	10%
Senior Bookkeeper, Controller's Office.....	17	0	17	—	—	—	10%
Senior Bookkeeper, Department of Public Health.....	5	0	5	—	—	—	10%
Senior Bookkeeper, Recreation Department.....	3	0	3	—	—	—	10%
Senior Civil Law Clerk, County Clerk's Office.....	13	0	13	—	—	—	10%
Senior Clerk, Coroner's Office.....	4	0	4	—	—	—	10%
Senior Clerk, Recreation Department.....	5	0	5	—	—	—	10%
Senior Clerk, Registrar's Office.....	17	1	16	—	—	—	10%
Senior Clerk-Stenographer, Department of Public Health.....	17	0	17	—	—	—	10%
Senior Clerk-Typist, Public Library.....	27	—	—	—	—	—	10%
Senior Librarian.....	19	—	—	—	—	—	10%
Senior Orderly, Department of Public Health.....	30	6	24	—	—	—	10%
Special Instructor, Municipal Railway Investigation.....	126	4	122	—	—	—	10%
Supervising Inspector, Bureau of Fire.....	15	—	—	—	—	—	10%
Warehouse and Probate Estates Appraiser.....	7	0	7	6	2	4	10%

Examination consisted of tests as follows:

CLASS TITLE

Lower ranks permitted to participate

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligible	Examination consisted of tests as follows:										Ascertained merit and County service	Lower ranks permitted to participate
							Knowledge of duties (written)	Intelligence (written)	Other tests	%	%	%	%	%	%	%		
Chief Engineer of Stationary Steam Engines, Public Utilities Commission.....	12	—	3	12	—	—	90	—	—	—	—	—	—	—	—	10	Engineer of Stationary Steam Engines	
Chief Food and Sanitary Inspector.....	—	—	—	—	—	—	90	—	—	—	—	—	—	—	—	10	Chief Food Inspector, Chief Industrial Inspector, Chief Housing Inspector, Chief Market Inspector	
Consumer's Complaint Investigator.....	6	1	5	—	—	—	90	—	—	—	—	—	—	—	—	10	Senior Clerk, Senior Bookkeeping Machine Operator, Light and Water Complaint Investigator, Special Complaint Investigator, Water Service Inspector	
Detention Hospital Bailiff	13	2	11	8	—	—	90	—	—	—	—	—	—	—	—	10	Bailiff, Writ Server, Head Keeper, Jailor, Keeper	
Foreman, Recreational Activities, Park Department	4	—	4	—	—	—	90	—	—	—	—	—	—	—	—	10	General Clerk-Typist, General Clerk, General Clerk-Stenographer, Rides Attendant, Counter Attendant	
General Storekeeper	10	—	19	—	—	—	90	—	—	—	—	—	—	—	—	10	Working Foreman Janitor, Stockman	
Head Clerk, Public Administrator's Office.....	7	—	7	4	—	—	90	—	—	—	—	—	—	—	—	10	Senior Bookkeeper, Court Room Clerk, Criminal Law Clerk, Civil Law Clerk, Senior Clerk, Senior Clerk-Stenographer, Teller, Adjuster, Senior Addressing Machine Operator	
Head Jail Matron, Police Dept.....	2	—	2	2	—	—	90	—	—	—	—	—	—	—	—	10	Jail Matron, Policewoman	
Assistant Superintendent, Park Department.....	3	—	3	3	—	—	90	—	—	—	—	—	—	—	—	10	Supervisor of Maintenance, Golden Gate Park; Supervisor of Maintenance, Small Parks and Squares; Supervisor of Arboretum and Botanical Research; Chief Nurseryman; Chief Gardener, Conservatory, Park Dept.; Director of Engineering and Landscape Design, Park Dept.	
Head Jail Matron, Sheriff's Office.....	5	—	5	5	—	—	90	—	—	—	—	—	—	—	—	10	Jail Matron, Woman Bailiff	
Head Seamstress.....	3	—	3	—	—	—	90	—	—	—	—	—	—	—	—	10	Seamstress	
Junior Chief, Department of Public Health.....	9	1	8	8	—	—	90	—	—	—	—	—	—	—	—	10	Cook	
Maintenance Foreman, Public Utilities Commission	23	2	21	19	—	—	90	—	—	—	—	—	—	—	—	10	Laborer, Sub-Foreman Laborer, Water Department Worker	
Maintenance Foreman, Recreation Department ..	34	1	33	—	—	—	90	—	—	—	—	—	—	—	—	10	Laborer, Playground Caretaker, Gardener	
Sergeant, Police Department.....	420	11	409	386	—	—	75	—	—	—	—	—	—	—	—	25	Policeman	
Shut-Off Man (male)	26	1	25	—	—	—	90	—	x1	—	—	—	—	—	—	10	General Clerk, Meter Reader, Bookkeeping Machine Operator, General Clerk-Stenographer, General Clerk-Typist	
Superintendent, Sewage Treatment Plant.....	3	—	3	—	—	—	90	—	—	—	—	—	—	—	—	10	Sergeant, Engineering Designer, Assistant Superintendent and Technician, Sewage Treatment Plant	
Supervising Land Appraiser.....	3	—	3	—	—	—	90	—	—	—	—	—	—	—	—	10	Land Appraiser	
Supervisor of Street Repair.....	3	—	3	3	—	—	90	—	—	—	—	—	—	—	—	10	General Foreman, Street Repair; District Director of Street Cleaning, General Foreman, Sewer Connections and Repairs	
TOTALS	588	19	569															

1. Qualifying strength test.

EXHIBIT No. 16

ANALYSIS OF COMBINATION ENTRANCE AND PROMOTIVE EXAMINATIONS COMPLETED JULY 1, 1941 TO JUNE 30, 1942

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Examination consisted of tests as follows:					Minimum qualifications established as follows:		
							Knowledge of duties (written)	Intelligence (written)	Oral test	Ascertained City and County service	Experience	Education	Physical	Age
Assistant Bacteriologist	11	1	10	8	0	8	90	%	%	10	X	X	—	—
Bacteriologist	4	4	3	3	0	3	90	—	—	10	X	X	—	—
City Planning Draftsman	19	2	17	13	3	10	90	—	—	10	X	X	—	—
Civil Engineering Draftsman	40	9	31	28	13	15	90	—	—	10	X	X	—	—
Water Purification Engineer	13	1	12	7	4	3	90	—	—	10	X	X	—	—
TOTALS	90	17	73	59	20	39								

ANALYSIS OF COMBINATION ENTRANCE AND PROMOTIVE EXAMINATIONS COMPLETED JULY 1, 1942 TO JUNE 30, 1943

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Examination consisted of tests as follows:					Minimum qualifications established as follows:		
							Knowledge of duties (written)	Intelligence (written)	Oral test	Ascertained City and County service	Experience	Education	Physical	Age
Civil Engineering Draftsman	34	13	21	15	3	12	90	%	%	10	X	X	—	—
City Planning Draftsman	8	—	8	3	1	2	90	—	—	10	X	X	—	—
Mechanical Draftsman	18	8	10	5	1	4	90	—	—	10	X	X	—	—
Operating Room Nurse	19	6	13	5	—	5	80	101	101	10	X	X ²	—	—
Personnel Officer, Dept. Public Health	7	4	3	3	—	3	90	—	—	10	X	X	—	—
Superintendent, Agriculture	8	2	6	6	3	3	90	—	—	10	X	X	—	—
Water Purification Engineer	4	1	3	3	2	1	90	—	—	10	X	X	—	—
TOTALS	98	34	64	40	10	30								

1. Age rated competitively.
2. License to practice required for admission to this examination.

EXHIBIT No. 17

COMBINATION ENTRANCE AND PROMOTIVE EXAMINATIONS—IN PROGRESS AS OF JUNE 30, 1942

CLASS TITLE	Examination consisted of tests as follows:							Minimum qualifications established as follows:				Physical		
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Knowledge of duties (written)	Intelligence and/or aptitude (written)	Oral test	Ascertained merit and service	Age		Experience	Education
Civil Engineering Draftsman	34	13	21	15	—	—	%	%	%	%	—	X	X	—
Mechanical Draftsman	18	8	10	5	—	—	50	40	—	10	—	X	X	—
Operating Room Nurse	19	6	13	—	—	—	80	—	—	10	100	—	X	X
Superintendent—Agriculture	5	—	—	—	—	—	70	—	20	10	—	—	—	X

1. Age rated competitively.

COMBINATION ENTRANCE AND PROMOTIVE EXAMINATIONS—IN PROGRESS AS OF JUNE 30, 1943

(There were no combination entrance and promotional examinations in progress as of June 30, 1943.)

EXHIBIT No. 18

**ANALYSIS OF PROTESTS CONCERNING QUESTIONS USED IN EXAMINATIONS
OR THE KEY ANSWERS**

1941-42

Number of items included in written tests.....	18,480
Items eliminated without protest by participants.....	25
Items eliminated on protests by participants.....	202
Other miscellaneous protests concerning examinations.....	14

**ANALYSIS OF PROTESTS CONCERNING QUESTIONS USED IN EXAMINATIONS
OR THE KEY ANSWERS**

1942-43

Number of items included in written tests.....	15,990
Items eliminated without protest by participants.....	46
Items eliminated on protests by participants.....	155
Items revised on protest by participants.....	165
Other miscellaneous protests concerning examinations.....	51

SECTION 5.

REPORT OF THE PERSONNEL DIVISION

July 1, 1941 to June 30, 1943

EXHIBIT No. 19

**TOTAL PERMANENT EMPLOYMENTS ESTABLISHED AS OF JUNE 30, 1942, INCLUDING
ELECTIVE AND OTHER OFFICIALS BUT EXCLUSIVE OF MEMBERS
OF BOARDS AND COMMISSIONS**

Department	Total Number of Positions	Subject to Classifi- cation	Subject to Examina- tion	Subject Salary Standardi- zation
Adult Probation	11	11	10	11
Art Commission	2	2		2
Assessor	82	81	78	81
California Palace Legion of Honor.....	26			
Chief Administrative Officer.....	7	6	4	6
City Attorney	19	18		18
City Planning Commission.....	12	12	11	12
Civil Service Commission.....	24	24	23	24
Controller	106	105	101	105
Coordinating Council	2	2	1	2
Coroner	23	23	18	23
District Attorney	38	37		37
Education, Board of	598	598	555	598
Certificated Personnel	3,104*			
Electricity	80	80	80	80
Finance and Records:				
County Clerk	52	52	52	52
Director	2	2	1	2
Public Administrator	13	13	9	13
Recorder	38	38	38	38
Registrar	22	22	21	22
Tax Collector	49	49	48	49
Fire	1,245	1,214	1,214	43
Horticultural Inspection	7	7	7	7
Juvenile Court	72	72	71	72
Law Library	3			
M. H. de Young Memorial Museum.....	46			
Mayor	14	13	11	13
Civilian Defense Council.....	27	27	24	27
Municipal Court	80	68	67	68
Park	561	561	556	561
Permit Appeals	1	1		1
Police	1,393	1,287	1,287	42
Public Defender	5	4		4
Public Health	1,664	1,664	1,459	1,664
Public Library	243	242	176	62
Public Utilities	2,107	2,106	1,936**	2,106
Public Welfare	251	251	244	251
Public Works	1,096	1,095	1,092	1,095
Purchasing	135	135	134	135
Real Estate	26	26	23	26
Recreation	201	201	175	201
Retirement System	14	14	12	14
Sealer of Weights and Measures.....	7	7	7	7
Sheriff	124	123	119	123
Superior Court	42	20		20
Supervisors, Board of.....	25	14	13	14
Treasurer	15	14	14	14
War Memorial	42	42	39	42
Totals.....	13,756	10,413	9,730	7,787

Total Number of Positions Exempt from Classification	3,343
Total Number of Positions in Classified Service Exempt from Examination.....	683
Total Number of Positions in Classified Service Exempt from Salary Standardization.....	2,626

*Information obtained from the Board of Education.

**Does not include 150 Bus Operators, Municipal Railway.

**TOTAL PERMANENT EMPLOYMENTS ESTABLISHED AS OF JUNE 30, 1943, INCLUDING
ELECTIVE AND OTHER OFFICIALS BUT EXCLUSIVE OF MEMBERS
OF BOARDS AND COMMISSIONS**

Department	Total Number of Positions	Subject to Classifica- tion	Subject to Examina- tion	Subject to Salary Standardi- zation
Adult Probation	15	15	14	15
Art Commission	2	2	—	2
Assessor	83	82	80	82
California Palace Legion of Honor	27	27	23	27
Chief Administrative Officer	6	5	3	5
City Attorney	19	18	—	18
City Planning Commission	18	18	16	18
Civil Service Commission	24	24	23	24
Controller	103	102	99	102
Coordinating Council	2	2	1	2
Coroner	23	23	18	23
District Attorney	38	37	—	37
Education, Board of	643	643	598	643
Certificated Personnel	3,185*	—	—	—
Electricity	81	81	81	81
Finance and Records:				
County Clerk	52	52	52	52
Director	2	2	1	2
Public Administrator	13	13	9	13
Recorder	38	38	38	38
Registrar	21	21	20	21
Tax Collector	48	48	47	48
Fire	1,243	1,212	1,212	43
Horticultural Inspection	7	7	7	7
Juvenile Court	75	75	73	74
Law Library	3	—	—	—
M. H. de Young Memorial Museum	46	46	41	46
Mayor	15	14	11	14
Civilian Defense Council	68	68	62	68
Municipal Court	88	73	73	72
Park	562	562	557	562
Permit Appeals	1	1	—	1
Police	1,410	1,302	1,302	55
Public Defender	5	4	—	4
Public Health	1,681	1,681	1,476	1,681
Public Library	131	126	102	126
Public Utilities	2,209	2,208	2,038**	2,208
Public Welfare	251	251	244	251
Public Works	1,106	1,105	1,104	1,105
Purchasing	135	135	134	135
Real Estate	26	26	23	26
Recreation	197	197	172	197
Retirement System	14	14	12	14
Scaler of Weights and Measures	7	7	7	7
Sheriff	125	124	119	124
Superior Court	41	19	—	19
Supervisors, Board of	24	13	12	13
Treasurer	15	14	14	14
War Memorial	42	42	39	42
Totals	13,986	10,599	9,977	8,177

Total Number of Positions Exempt from Classification

Total Number of Positions in Classified Service Exempt from Examination

Total Number of Positions in Classified Service Exempt from Salary Standardization

*Information obtained from the Board of Education.

**Does not include 150 Bus Operators, Municipal Railway

EXHIBIT No. 20

NUMBER OF EMPLOYEES IN THE MILITARY SERVICE ON JUNE 30, 1942

Type of Service	Number of Employees
Street Railway	73
Hospital and Institutional Workers (non-professional)	21
Clerical	54
Engineering	12
Mechanical and Skilled Trades	23
Custodial	22
Medical (physicians-surgeons), Nursing and Scientific	54
Fire	30
Welfare and Recreation	16
Police	31
Labor	13
Miscellaneous	18
Total	367

EMPLOYEES ENTERING MILITARY SERVICE FOR FISCAL YEAR 1942-1943 BY SERVICE

Street Railway	137
Hospital and Institutional Workers	16
Clerical	93
Engineering	14
Mechanical and Skilled Trades	66
Custodial	54
Medical, Nursing and Scientific	42
Fire	113
Welfare and Recreation	25
Police	103
Labor	18
Miscellaneous	49
Total	730

TOTAL NUMBER OF EMPLOYEES IN THE MILITARY SERVICE ON JUNE 30, 1943

Street Railway	210
Hospital and Institutional Workers	37
Clerical	147
Engineering	26
Mechanical and Skilled Trades	89
Custodial	76
Medical, Nursing and Scientific	96
Fire	143
Welfare and Recreation	11
Police	134
Labor	31
Miscellaneous	67
Total	1,097

EXHIBIT No. 21

**CERTIFICATIONS TO CIVIL SERVICE POSITIONS BY DEPARTMENTS AND NON-CIVIL
SERVICE AUTHORIZATIONS IN ABSENCE OF LISTS OF ELIGIBLES**

July 1, 1941 to June 30, 1942

Department	Permanent Certifications	Temporary Certifications	Emergency Authorizations
Adult Probation	4	—	—
Art Commission	—	—	—
Assessor	15	93	93
California Palace of the Legion of Honor.....	Exempt*	—	—
Chief Administrative Officer	1	1	—
City Attorney	Exempt*	—	—
City Planning Commission.....	8	1	2
Civil Service Commission.....	8	23	4
Controller	11	43	45
Coordinating Council	—	1	—
Coroner	3	6	13
District Attorney	Exempt*	—	—
Education, Board of	80	111	272
Electricity	10	7	5
Finance and Records			
County Clerk	1	5	1
Director	—	—	—
Public Administrator	1	—	1
Recorder	3	7	—
Registrar	3	206	21
Tax Collector	3	53	2
Fire	114	29	127
Horticultural Inspection	—	—	—
Juvenile Court	19	20	39
Law Library	Exempt*	—	—
M. H. deYoung Memorial Museum.....	Exempt*	—	—
Mayor	1	6	—
**Civilian Defense	26	3	18
Municipal Court	33	50	30
***Park	28	20	458
Permit Appeals	—	—	—
Police	72	9	16
Public Defender	Exempt*	—	—
Public Health	273	273	1178
****Public Library	9	—	89
Public Utilities Commission	414	183	477
Public Welfare	49	53	33
Public Works	133	144	201
Purchasing	12	21	26
Real Estate	1	—	152
Recreation	19	190	45
Retirement System	3	7	5
Sealer of Weights and Measures.....	—	—	—
Sheriff	16	13	69
Superior Court	Exempt*	—	—
Supervisors, Board of	1	—	1
Treasurer	—	—	—
War Memorial	14	20	96
Total	1388	1598	3519

*Appointments not subject to civil service provisions of the charter.

**Subject to civil service since January 16, 1942.

***Subject to civil service since September 1, 1941.

****Subject to civil service since January 1, 1942.

**REGULAR CERTIFICATIONS TO CIVIL SERVICE POSITIONS BY DEPARTMENTS AND
NON-CIVIL SERVICE AUTHORIZATIONS IN ABSENCE OF LISTS OF ELIGIBLES
JULY 1, 1942 TO JUNE 30, 1943**

Department	Permanent Appointments	Temporary Appointments	Emergency Authorized
Adult Probation	4	0	4
Art Commission	—	—	0
Assessor	21	70	38
California Palace of the Legion of Honor.....	0	0	1
Chief Administrative Officer	0	0	0
City Attorney	Exempt*	—	0
City Planning Commission	5	0	13
Civil Service Commission	8	21	12
Civilian War Council	46	10	20
Controller	23	41	35
Coordinating Council	1	0	2
Coroner	3	1	20
District Attorney	Exempt*	—	0
Education, Board of	137	119	302
Electricity	5	4	8
Finance and Records:			
County Clerk	8	4	5
Director	0	—	0
Public Administrator	0	0	2
Recorder	6	10	4
Registrar	2	139	97
Tax Collector	3	47	8
Fire	195	118	354
Health Service	2	1	0
Horticultural Inspection	0	0	0
Juvenile Court	17	15	49
Law Library	Exempt*	—	0
M. H. deYoung Memorial Museum.....	0	0	0
Mayor	0	4	1
Municipal Court	50	6	20
Park	45	68	514
Permit Appeals	0	0	0
Police	145	9	33
Public Defender	Exempt*	—	0
Public Health	216	104	1,015
Public Library	19	12	147
Public Utilities Commission.....	548	122	736
Public Welfare	8	21	26
Public Works	234	52	161
Purchasing	30	12	35
Real Estate	1	1	55
Recreation	26	38	346
Retirement System	1	6	7
Sealer of Weights and Measures.....	0	0	0
Sheriff	19	11	71
Superior Court	Exempt*	—	0
Supervisors, Board of	3	0	3
Treasurer	4	2	3
War Memorial	11	8	75
Total	1,841	1,076	4,222

*Appointments not subject to civil service provisions of the charter.

EXHIBIT No. 22

**LIMITED TENURE CERTIFICATIONS TO PERMANENT POSITIONS
AND SEPARATIONS THEREFROM
January, 1943 to June 30, 1943**

Department	Permanent Certifications	Removed	Resigned	Released	Terminated
Assessor	1	—	—	—	—
California Palace	3	1	—	1	—
City Planning	8	1	—	—	1
Civil Service	2	—	—	—	—
Civilian War Council	2	—	—	—	—
Controller	2	—	—	1	—
Coroner	3	—	—	1	—
Education	22	2	—	4	3
Fire	14	1	—	2	—
Juvenile Court	12	3	—	—	—
M. H. de Young	1	—	—	1	—
Mayor	1	—	—	1	—
Park	132	13	—	34	17
Police	81	9	—	33	—
Public Health	533	110	1	119	49
Public Library	8	1	—	3	—
Public Utilities	523	124	—	133	41
Public Welfare	1	—	—	—	—
Public Works	34	6	—	—	4
Purchasing	10	1	—	1	2
Real Estate	1	—	—	—	—
Recreation	19	—	—	3	1
Registrar	1	—	—	—	—
Sheriff	12	—	1	—	—
War Memorial	10	—	—	4	—
Totals	1436	272	2	341	118

EXHIBIT No. 23

LIMITED TENURE CERTIFICATIONS TO TEMPORARY POSITIONS

January 1, 1943 to June 30, 1943

Department	Temporary Appointments
Adult Probation	3
Assessor	49
California Palace of the Legion of Honor	11
City Planning Commission	0
Civil Service Commission	19
Civilian War Council	5
Controller	15
Coroner	3
Education, Board of	165
Finance and Records:	
County Clerk	2
Public Administrator	1
Recorder	6
Registrar	65
Tax Collector	8
Fire	3
Juvenile Court	6
M. H. deYongg Memorial Museum	10
Mayor	0
Park	32
Police	2
Public Health	127
Public Library	3
Public Utilities Commission	225
Public Welfare	13
Public Works	28
Purchasing	5
Real Estate	15
Recreation	7
Retirement System	4
Sheriff	9
War Memorial	13
Total	854

EXHIBIT No. 24

SEPARATIONS FROM PROBATIONARY AND PERMANENT CIVIL SERVICE APPOINTMENTS
July 1, 1941 to June 30, 1942

Department	Method of termination:							Total
	Termination of probationary appointment	Lay off	Resignation	Relinquishment	Retirement (including disability retirement)	Dismissal	Death	
Adult Probation	1	—	—	1	1	—	—	3
Art Commission	—	—	—	—	—	—	—	—
Assessor	—	8	—	1	—	—	1	10
Chief Administrative Officer	—	—	—	—	—	—	—	—
City Planning Commission	—	—	2	—	—	—	—	2
Civil Service Commission	—	—	—	3	—	—	—	3
Controller	1	1	4	2	1	—	1	10
Coordinating Council	—	—	1	—	—	—	—	1
Coroner	—	—	1	—	—	—	—	1
Education, Board of	2	—	22	5	10	1	6	46
Electricity	—	2	3	—	2	—	2	9
Finance and Records:								
County Clerk	—	—	—	—	—	—	—	—
Director	—	—	—	—	—	—	—	—
Public Administrator	—	—	—	—	—	—	—	—
Recorder	—	—	—	1	1	—	1	3
Registrar of Voters	—	—	—	—	1	—	1	2
Tax Collector	—	—	—	—	1	—	—	1
Fire	1	—	8	—	27	3	7	46
Horticultural Inspection	—	—	—	—	—	—	—	—
Juvenile Court	—	—	9	—	—	1	—	10
Mayor	—	—	1	—	—	—	—	1
*Civilian Defense Council	—	—	1	3	—	—	—	4
Municipal Court	—	—	—	1	3	—	—	4
**Park	1	4	37	1	6	1	6	56
Permit Appeals	—	—	—	—	—	—	—	—
Police	1	—	9	1	21	1	10	43
Public Health	32	5	221	14	6	3	13	294
***Public Library	1	—	15	—	—	—	—	16
Public Utilities	14	7	165	10	30	1	10	237
Public Welfare	—	—	14	7	—	—	1	22
Public Works	4	16	26	7	18	3	15	89
Purchasing	1	—	1	6	1	—	5	14
Real Estate	—	—	1	—	1	—	—	2
Recreation	—	3	17	2	3	—	1	26
Retirement	—	1	1	—	1	—	—	3
Scaler of Weights and Measures	—	—	—	—	—	—	—	—
Sheriff	—	—	2	4	—	—	2	8
Supervisors	—	—	—	—	—	—	1	1
Treasurer	—	—	—	—	—	—	—	—
War Memorial	—	1	—	1	—	—	—	2
Total	59	48	561	70	134	14	83	969

*Subject to civil service since January 16, 1942.

**Subject to civil service since September 1, 1941.

***Subject to civil service since January 1, 1942.

SEPARATIONS FROM PROBATIONARY AND PERMANENT CIVIL SERVICE APPOINTMENTS

JULY 1, 1942 TO JUNE 30, 1943

Method of Separation

	Totals	Retirement	Retirement for disability	Resignation	Resignation—standing not in good	Relinquishment	Death	Lay-off	Went lay-off	Probationary (name returned to list)	Probationary (name removed from list)	Dismissed from (insubordination)	Dismissed (without duties)	Dismissed (absent without leave)
Supervisors	1	—	—	1	—	—	—	—	—	—	—	—	—	—
Assessor	13	—	—	2	—	—	3	8	—	—	—	—	—	—
City Attorney	1	—	—	1	—	—	—	—	—	—	—	—	—	—
District Attorney	4	—	—	1	—	—	1	—	—	—	—	—	—	—
Treasurer	0	—	—	—	—	—	—	—	—	—	—	—	—	—
Sheriff	7	—	—	1	—	1	1	—	—	—	—	—	—	—
Public Defender	0	3	—	1	—	—	—	—	—	—	—	—	—	—
Police	63	10	8	22	4	2	15	—	—	1	2	—	—	—
Fire	46	26	8	4	2	1	5	—	2	1	1	—	—	—
Park	58	8	1	28	2	6	5	—	—	—	—	12	—	4
Recreation	21	1	1	7	—	4	1	3	—	—	—	—	—	—
Library	27	1	—	18	—	1	—	—	—	—	—	—	—	—
War Memorial	2	—	—	1	—	—	—	—	—	—	—	—	—	—
Municipal Court	7	1	—	2	1	—	—	—	—	—	—	—	—	—
Superior Court	2	—	—	5	1	—	—	—	—	—	—	—	—	—
Juvenile Court	8	—	—	1	—	—	1	—	—	—	—	—	—	—
Adult Probation	2	—	—	—	—	—	—	—	—	—	—	—	—	—
Chief Administrator	1	—	—	1	—	—	—	—	—	—	—	—	—	—
Tax Collector	3	—	—	—	—	—	—	—	—	—	—	—	—	—
Registrar	0	—	—	—	—	—	—	—	—	—	—	—	—	—
Recorder	1	1	—	—	—	—	—	—	—	—	—	—	—	—
County Clerk	2	1	—	—	—	—	—	—	—	—	—	—	—	—
Public Administrator	2	—	—	2	—	—	—	—	—	—	—	—	—	—
Purchasing	17	1	—	1	—	—	—	—	—	—	—	—	—	—
Real Estate	4	1	1	3	—	3	3	1	—	—	—	—	—	—
Public Works	141	20	4	37	19	19	24	20	6	6	—	—	—	—
Electricity	13	1	1	1	—	—	—	10	—	—	—	—	—	—
Health	305	3	3	198	11	30	13	4	—	26	11	1	—	3
Coroner	6	—	—	5	—	—	—	—	—	—	—	—	—	—
Agricultural Commission	1	—	—	—	—	—	—	—	—	—	—	—	—	—
Public Welfare	23	1	—	28	—	—	—	1	—	—	—	—	—	—
Controller	9	—	—	6	—	—	—	—	—	—	—	—	—	—
City Planning	5	—	—	3	—	—	1	—	—	—	—	—	—	—
Public Utilities	330	27	17	184	2	7	18	6	3	33	29	—	1	3
Education	67	5	1	28	—	4	5	—	—	6	—	—	—	1
Civil Service	5	—	—	—	—	—	—	1	—	—	—	—	—	—
Retirement	1	—	1	1	—	—	—	—	—	—	—	—	—	—
Coordinating Council	1	—	—	—	—	—	—	—	—	—	—	—	—	—
Civilian Defense	11	—	—	3	—	7	—	—	—	1	—	—	—	—
Totals	1216	109	47	602	21	120	98	54	11	81	46	7	6	14

EXHIBIT No. 25

TERMINATION OF TEMPORARY APPOINTMENTS BY REASONS

July 1, 1941 to June 30, 1942

Failure to report for duty or refused assignment.....	23
Illness or unsatisfactory physical condition or did not complete physical examination.....	51
Absence without leave	12
Unsatisfactory service	10
To take other positions or quit work or refused reassignment or illness in family or unsatisfactory housing	6
Total	102

**DISPOSITION OF TEMPORARY APPOINTEES WHOSE APPOINTMENTS
WERE TERMINATED**

July 1, 1942 to June 30, 1943

Returned to eligible list.....	12
Returned to eligible list not to again be certified until physician's certificate is presented.....	25
Returned to eligible list not to again be certified without permission of Civil Service Commission.....	2
Returned to eligible list not to again be certified except at request of Appointing Officer.....	7
Returned to eligible list and placed under waiver for temporary employment.....	16
Removed from eligible list.....	8
Removed from eligible list for failure to report for duty.....	4
Removed from eligible list for failure to accept assignment.....	1
Removed from eligible list due to lack of experience.....	1
Total	76

EXHIBIT No. 26

**DISPOSITION OF PROBATIONARY APPOINTEES WHOSE APPOINTMENTS
WERE TERMINATED**

July 1, 1941 to June 30, 1942

Returned to list for appointment to other departments.....	39
Removed from list and eligibility cancelled.....	20
Total	59

**DISPOSITION OF PROBATIONARY APPOINTEES WHOSE APPOINTMENTS
WERE TERMINATED**

July 1, 1942 to June 30, 1943

Returned to list for appointment to other departments.....	29
Returned to list without prejudice.....	14
Returned to list not to again be certified until physician's certificate is presented.....	27
Returned to list not to again be certified without permission of Civil Service Commission.....	8
Returned to list not to again be certified except at request of Appointing Officer.....	5
Returned to list to be placed under waiver for permanent and temporary employment.....	19
Removed from eligible list.....	61
Removed from list and not allowed to take future examinations except with special consent of the Civil Service Commission.....	6
Total	169

EXHIBIT No. 27
DISMISSALS OF PERMANENT EMPLOYEES BY REASONS
 July 1, 1941 to June 30, 1942

Insubordination	1
Habitual use of intoxicants.....	2
Inattention to duties	3
Unofficerlike conduct.....	1
Absence without leave.....	8
Total	15

DISPOSITION BY THE CIVIL SERVICE COMMISSION OF APPEALS FROM DISMISSAL

There were no appeals from dismissal during the fiscal year 1941-42.

DISMISSALS OF PERMANENT EMPLOYEES BY REASONS
 July 1, 1942 to June 30, 1943

Absence Without Leave	4
Habitual Use of Intoxicants.....	1
Inattention to Duties	9
Physically Unfit	1
Insubordination	1
Total	16

DISPOSITION OF APPEALS FROM DISMISSAL
 July 1, 1942 to June 30, 1943

Ordered returned to duty without prejudice.....	1
Resigned	1
Appeal denied, dismissal affirmed.....	2
Total	4

EXHIBIT No. 28

DUTIES INVESTIGATIONS MADE DURING FISCAL YEAR 1941-42

Department	Positions Reclassified or Reallocated	New Classes Established	Duties Statements, Class Numbers or Titles Amended	New Positions Classified	Classes Abolished	Requests for Reclassifications Denied	Investigations Made in Audit of Departments Where No Change Was Made by Commission	Total
Assessor	2	2		2	1	1		8
City Attorney	2	1						3
City Planning	1	2		6				9
Civil Service				1				1
Controller	1					1		2
District Attorney	7	1	1					9
Education				9		1		10
Electricity				1				1
County Clerk	1	1		1				3
Public Administrator	1	1						2
Recorder	3	3						6
Tax Collector							1	1
Fire	3	3		6				12
Juvenile Court	2		2	8	1			13
Municipal Court	3	1						4
Police		2		2				4
Public Health	21	2	3	53			4	83
Public Utilities	2	1	4	16			2	25
Public Welfare	1							1
Public Works	4	5	2	2	3	1		17
Purchasing	3							3
Real Estate	2	2						4
Recreation				1		3	1	5
Totals	59	27	12	108	5	7	8	226
NEW DEPARTMENTS SUBJECT TO CIVIL SERVICE								
Civilian Defense		4		27				31
Park		37		552				589
Public Library		17		242				259
Totals	59	85	12	929	5	7	8	1105

DUTIES INVESTIGATIONS MADE DURING FISCAL YEAR 1942-43

Department	Positions Reclassified or Reallocated	New Classes Established	Duties Statements, Class Numbers or Titles Amended	New Positions Classified	Classes Abolished	Requests for Reclassifications Denied	Investigations Made in Audit of Departments Where No Change Was Made by Commission	Total
Adult Probation	1				1			2
Assessor	1			1				2
City Planning		7		4	3			14
Civil Service Commission.....								—
Civilian War Council.....		4		35				39
Controller	2			1	1			4
District Attorney	1							1
Education, Board of			3	6		2		11
Finance and Records:								
Recorder	3	1		3				7
Fire						1		1
Juvenile		1		1				2
Municipal Court				7				7
Park			1					1
Public Health	13		1	50	2	1		67
Public Utilities	2	2	3	1			3	11
Public Welfare	3	1	1	2		1		8
Public Works	1		1			1	1	4
Purchasing	10	1	4	11	3			29
Recreation	18						1	19
Retirement	1							1
Sheriff	8		8					16
Superior Court	1							1
War Memorial			2					2
Totals	65	17	24	122	10	6	5	249
NEW DEPARTMENTS SUBJECT TO CIVIL SERVICE								
California Palace of the Legion of Honor		4		26				30
M. H. deYoung Memorial Museum.....		18		40				58
Salvage Corps, Fire Department.....		3		26				29
Health Service System.....		1		15				16
Totals	65	43	24	229	10	6	5	382

EXHIBIT No. 29
TENURE INVESTIGATIONS MADE DURING FISCAL YEAR 1941-42

Department	Action by Civil Service Commission		Total
	Ordered filled by Permanent Appointment	Ordered filled by Temporary Appointment	
Assessor		9	9
Civil Service Commission	1	4	5
Controller		6	6
Education	7	55	62
Electricity		2	2
County Clerk	1	1	2
Registrar		1	1
Tax Collector		2	2
Juvenile Court		3	3
Mayor		2	2
Municipal Court		11	11
Police		2	2
Health	48	74	122
Utilities		78	78
Welfare		9	9
Works	10	53	63
Purchaser		7	7
Recreation		6	6
Sheriff		2	2
War Memorial		1	1
Totals	67	328	395

TENURE INVESTIGATIONS MADE DURING FISCAL YEAR 1942-43

Department	Action by Civil Service Commission		Total
	Ordered filled by Permanent Appointment	Ordered filled by Temporary Appointment	
Assessor		1	1
Civil Service Commission	2	2	4
Civilian Defense		1	1
Controller		7	7
Education		9	9
Electricity		1	1
Finance and Records:			
Recorder		4	4
Registrar		45	45
Tax Collector		1	1
Fire		7	7
Juvenile Court		1	1
Mayor		2	2
Municipal Court		1	1
Park		1	1
Police		1	1
Public Health		28	28
Public Utilities	3	38	41
Public Welfare		4	4
Public Works		12	12
Purchasing		5	5
Recreation		3	3
Retirement		3	3
Sheriff		2	2
War Memorial		1	1
Totals	5	180	185

EXHIBIT No. 30
INVESTIGATIONS MADE AS TO THE
NECESSITY FOR FILLING VACATED POSITIONS
MAY AND JUNE 1942

Department	No. of Positions
Adult Probation	2
Assessor	3
City Planning Commission	3
Civil Service Commission	1
Civilian War Council	3
Controller	5
Coordinating Council	1
Coroner	1
District Attorney	4
Education	9
Fire	46
Juvenile Court	5
M. H. deYoung Memorial Museum	1
Municipal Court	9
Park	17
Police	75
Public Health	74
Public Library	20
Public Utilities	96
Public Welfare	3
Public Works	15
Purchasing	4
Recreation	9
Sheriff	5
Total	411

**INVESTIGATIONS MADE AS TO THE
NECESSITY FOR FILLING VACATED POSITIONS
JULY 1, 1942 TO JUNE 30, 1943**

Department	No. of Positions
Adult Probation	2
Assessor	12
California Palace of the Legion of Honor.....	7
City Attorney	1
City Planning	5
Civil Service Commission	4
Civilian War Council	30
Controller	28
Coordinating Council	1
Coroner	12
District Attorney	5
Education	56
Electricity	6
Finance and Records:	
County Clerk	8
Public Administrator	2
Recorder	8
Registrar	1
Tax Collector	3
Fire	166
Health Service	1
Juvenile Court	22
M. H. deYoung Memorial Museum.....	10
Mayor	2
Municipal Court	41
Park	155
Police	105
Public Defender	2
Public Health	373
Public Library	35
Public Utilities	318
Public Welfare	12
Public Works	233
Purchasing	28
Real Estate	4
Recreation	31
Retirement	1
Sheriff	41
Superior Court	2
Supervisors	3
Treasurer	4
War Memorial	18
Total	1798



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N7V-8 1944
AND COUNTY EMPLOYE
RETIREMENT SYSTEM

FORTY-FIFTH ANNUAL REPORT
of the
Civil Service Commission of San Francisco, California



San Francisco's Civic Center in Wartime

THE COVER

The cover photograph shows San Francisco's City Hall at our famed Civic Center, in wartime decor. In the foreground is the Hospitality House for servicemen, built by union labor craftsmen who donated their services. It is financed and operated by the City and County of San Francisco. The door here is always open to servicemen while food and entertainment is provided by groups of generous citizens who act as hosts and hostesses under the guidance of civil service personnel.

The ten dormitories for servicemen at this central location were also built and financed by the city and county. They provide round-the-clock comfortable sleeping accommodations at low, actual cost for sixteen hundred servicemen guests of the population swollen city as part of San Francisco's facilities to serve daily thousands of men and women of the armed forces.



FORTY-FIFTH ANNUAL REPORT

of the

Civil Service Commission of San Francisco, California

for the

Fiscal Year Ended June 30, 1944



Oath of Office of Members of the
San Francisco Civil Service Commission:

"I am opposed to appointments to the public
service as a reward for political activity and
will execute the office of Civil Service Com-
missioner in the spirit of this declaration."



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FOREWORD

This 1943-1944 annual report of the Civil Service Commission is dedicated to the principles of the merit system, providing an open, impartial, practical and competitive method of selecting the highest calibre public servants to carry on the manifold duties of the City and County of San Francisco most efficiently in behalf of the citizens and taxpayers.

In the four and a half decades since farsighted City Fathers first established civil service in San Francisco, the principles of the merit system have been proven conclusively worthwhile. Of the more than fourteen thousand city and county employees, all but a handful, excepting three thousand school teachers, by the end of 1944 will be under civil service.

During the past fiscal year many problems have confronted the Commission, the employment and personnel agency of the municipality, in assisting department heads in maintaining all functions in behalf of the citizens at a high level of efficiency under difficult wartime conditions. These problems have been solved by use of the most modern procedures and methods to the general benefit of the community as a whole. The Commission trusts that the following pages will prove of great interest and create a better understanding of its work for all civic minded San Franciscans.

CITY AND COUNTY
OF
SAN FRANCISCO (2), CALIFORNIA

MEMBERS OF THE
CIVIL SERVICE COMMISSION

HARRY K. WOLFF, PRESIDENT
ALLAN E. CHARLES, VICE-PRESIDENT
MILTON S. MAXWELL, COMMISSIONER

CIVIL SERVICE COMMISSION
151 CITY HALL

KATHLEEN DOLEN
PERSONNEL DIRECTOR AND SECRETARY

September 8, 1944

The Honorable Roger D. Lapham
Mayor of the City and County of San Francisco
City Hall
San Francisco 2, California

My dear Mr. Mayor:

Under the provisions of Section 19 of the Charter we submit herewith our annual report for the fiscal year July 1, 1943 to June 30, 1944. A reading of the report will indicate the increased activities and important events of the year.

We particularly wish to thank you for your understanding of our problems, and for the very fine cooperation you have given us. Although you are new to municipal government and the administration of a merit system, you have appreciated our difficulties and helped us immeasurably during the year.

Very truly yours

CIVIL SERVICE COMMISSION

Harry K. Wolff

President

Allan E. Charles

Vice President

Milton S. Maxwell

Commissioner

CITY AND COUNTY
OF
SAN FRANCISCO (2), CALIFORNIA

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CIVIL SERVICE COMMISSION
151 CITY HALL

KATHLEEN DOLEN
PERSONNEL DIRECTOR AND SECRETARY

September 6, 1944

Civil Service Commission
151 City Hall
San Francisco 2, California

Gentlemen:

I submit herewith the report of activities of the Civil Service Commission and staff for the period from July 1, 1943 to June 30, 1944.

This year has been an unusually busy one, and only through the very fine cooperation of the commission and staff could we have accomplished the many studies we were asked to make and have handled the greatly increased volume of business.

I am pleased to report too, that we have had excellent support and cooperation from the mayor, the board of supervisors, the controller, appointing officers and employee organizations, which support has helped us in some difficult situations.

I wish to thank the Civil Service Commission for its wholehearted support and consideration, and the staff of the Civil Service Commission for their untiring efforts and their very fine contributions and assistance during the year.

Very truly yours,



(Mrs.) Kathleen Dolen
Personnel Director and Secretary
CIVIL SERVICE COMMISSION

By virtue of the authority vested in him by Article 13 of the Charter for the City and County of San Francisco, James D. [illegible] Mayor of said City and County, did, on December 30th, 1899, appoint as Civil Service Commissioners [illegible] McCarthy, to serve for one year; [illegible] to serve for two years; and [illegible] to serve for three years.

While the San Francisco civil service system has grown with the development of the City by the Golden Gate, its beginnings are an integral part of the colorful history of an earlier era. The Civil Service Commission offices in April, 1906, were in the basement of the old City Hall when that structure was destroyed by the historic earthquake and fire.

As soon as possible after the burning city was out of danger, workmen began digging in the still smouldering City Hall embers, attempting to salvage all possible city records from the debris. When the battered safe used by the Civil Service Commission was dug out of the soggy ruins, the Commissioners hurriedly opened it, hardly daring to believe the city's irreplaceable civil service rolls and other records could have survived both water and fire. To their intense gratification they found all records legible although virtually all were somewhat damaged by water or charred by the intense heat.

Above is a photostatic copy of the appointment of the first Civil Service Commission of San Francisco on December 30, 1899, from the present commission's records, showing clearly the effect of immersion.

On the opposite page is reproduced the original minutes of the first Civil Service Commission meeting on January 2, 1900, similarly damaged by water, the edges charred by heat.

SECTION.
Jan. 2/1900.

An informal conference of the Civil Service Commissioners was held and in a general way the following three propositions were tentatively agreed upon for publication.

1- The Commissioners are of one mind regarding the nature of the proposed examinations. The questions to be asked will be practical in their character and relate to those matters only which will fairly test the relative capacity of the persons examined to discharge the duties of the ~~xxx~~ positions to which they seek to be appointed. When appropriate, tests of physical qualifications will also be required. This is strictly in accordance with the letter and spirit of the Charter. Furthermore, as required by the Charter, the selection of laborers will be governed by the priority of application. No political or religious opinions or affiliations will have anything to do with any question propounded.

2- The Commissioners are unanimous in believing that experience in the public service should count for something provided that applicants are equally competent. In other words, the Commissioners do not believe that the fact of present or past employment under the city government should be a bar to future employment, provided that the party has faithfully discharged his or her public duties.

3- Regarding the appointment of the Chief Examiner and Secretary of the Commission, the Commissioners all agree that it would be appropriate to have this party selected after a fair, ~~and~~ open and competitive examination. Although this is not required by the Charter, nevertheless the Commissioners believe that the principle of the merit system should be adopted and a beginning made in the very office of the Commission itself. Accordingly, the public is advised that this position is open to applicants from all parts of the city. As required by the Charter they must be residents of the city and have actually resided in the city for at least one year previous to their application.

J. R. H. H. H.
Secretary



FORTY-FIFTH ANNUAL REPORT of the Civil Service Commission of San Francisco

HISTORICAL DATA

The City and County of San Francisco has come of age in the forty-four and one-half years since our civil service system was established in 1900, under the late Mayor James D. Phelan, as the first public merit system west of Chicago.

Historically, the phenomenal growth of the civil service movement in the United States is of great interest. Equally interesting is the growth of San Francisco's merit system from a handful of employees to the present more than seven hundred classes, comprising virtually all save school teachers of San Francisco's more than fourteen thousand civil servants. And ours is today one of the most progressive systems, technically, in the country.

More than a century of the spoils system in the United States, with the regular blanket firing of all public servants, no matter how conscientious and efficient, by each new regime of elected officials, had disgusted all right thinking, public spirited citizens; particularly since many inefficient, political hangers-on and ward-heelers so often replaced competent workers, to the detriment of public service. The assassination of President Garfield in 1881 by a disgruntled office seeker dramatically focused the attention of the entire nation on the deplorable state of governmental personnel affairs in cities, counties, states and the federal government itself. In 1883 Senator Pendleton of Ohio introduced the National Civil Service Act which was passed as the first worthwhile victory for advocates of the merit system, establishing a basic principle of requiring open, competitive and practical examinations for testing the fitness of applicants for positions in the public service.

When progressive San Francisco adopted the civil service system as the first west of Chicago, there were only some eighty-odd in existence in the land. Today the vast majority of all governmental jurisdictions have successfully operating merit systems.

The scorched, water stained original records, exhumed from the ashes and debris of San Francisco's old City Hall in a huge, battered safe which protected them from total loss in the Earthquake and Fire of 1906, disclose fascinating chapters on the early days of the merit system here. At the end of December, 1899, Mayor Phelan appointed three civic leaders as Civil Service Commissioners to establish the system designed to improve public service in behalf of all citizens and taxpayers of the city. He named P. H. McCarthy, John E. Quinn and J. Richard Freud.

At the first meeting, on January 2, 1900, Richard Freud was elected president. After study, the commission adopted a classification of seven divisions and sixty-eight classes as the classified civil service. These were A—Clerical; B—Mechanical; C—Custodian; D—Engineering; E—Medical; F—Police; and G—Fire. The commission decided it would be only fitting to inaugurate San Francisco's merit system by holding on January 8, 1900 a competitive examination for the position of Chief Examiner and Commission Secretary. Edward F. Moran was selected after various applicants were examined.

Tremendous public interest was shown in the beginnings of an impartial method of selecting city employees, as evidenced by the original damaged reports:

"Temporary offices were secured in the basement of the City Hall and application blanks were freely distributed.

"When the Commission opened the doors of its office at noon, January 8, 1900, the corridors of the City Hall were crowded with citizens, many of whom had stood in line since dawn, awaiting the opportunity to enroll their names upon the laborers' register, or to receive the proper forms on which to make applications for examinations," an early report reveals. "From noon to five p.m. six hundred and twenty-one laborers were registered and hundreds of applications for examinations were issued.

"In this connection, the Commissioners take pleasure in commending . . . the public-spirited action of the Directors of the Merchants' Association, who knowing that the Commission was, at that time, without clerical assistance, voluntarily gave the services of two of their own clerks, one of whom, a stenographer, aided the Commission for three months . . . The Merchants' Association displayed an unselfish interest in the city's welfare, and an earnest desire to lend its influence for the betterment of municipal conditions . . ."

Interest in San Francisco's infant civil service system was high in all walks of life. The first general examination, for copyists, on March 14, 1900, found three outstanding citizens of the city acting as a Board of Examiners to assist Commissioners. They were Frederick W. Dohrmann, president of the Merchants' Association; E. B. Bond, former mayor of the city and Charles W. Slack, former Superior Court judge. These three, records state, made "valuable suggestions", and "witnessed the sealing of examination questions and assisted in the general supervision of the examination." There were five hundred and seventy-five applicants, of whom four hundred and sixty were examined, one hundred and eight-one passed and two hundred and seventy-nine or 60.65 percent failed. Thirty-six were appointed to positions.

During the first six months, five examinations were held: for copyist, sewer cleaner, steno-typo, court stenographer, and ordinary clerk. In the same period one thousand and fifty-four applicants were examined and four hundred and forty-eight, or something over 42 percent passed. In that first six months one hundred fifty-one eligibles were appointed, out of three thousand five hundred and thirty-one total applicants. The total six-month budget of the first Civil Service Commission, including salary of commissioners at \$100 per month each (at which it still remains) was \$4,839.67.

Almost at once, unsuccessful applicants for city positions started litigation to stop holding of examinations. Garret McEnerney was named as special counsel to aid City Attorney Franklin K. Lane (who later was appointed Secretary of the Interior) and G. W. Lane, his assistant, in defending the court action. On May 28, 1900, Superior Judge Carroll Cook, without leaving the bench, ruled in favor of the Civil Service Commission.

By the end of the first full fiscal year, eighteen months after the inauguration of civil service, the city employed one thousand seven hundred and thirteen civil service workers, with a total annual payroll of \$1,888,262 in eleven city departments. These were auditor, elections, electrical, fire, Firemen's Pension Fund, health, police, Police Pension Fund, public works, stenographers and police court, and the tax collector.

On July 31, 1903, in a letter to the mayor, the Civil Service Commission wrote:

"For the better enforcement of the main principle of civil service—selection according to merit—the rule regulating certifications has been amended so that at present only one name—the highest—is certified in response to a requisition from an eligible list."

This important rule has never been changed by the Commission. It is a tradition of the Civil Service Commission to protect employees' rights, but at the same time to give city department heads every possible assistance and cooperation toward the smooth functioning of city governmental services.

An excerpt from the 1905-1907 report of the Commission is of particular interest now, four decades later.

"The earlier plans of the Civil Service Commission, which included a series of important examinations, were altered by reason of the conditions consequent upon the disaster of April (the earthquake and fire of 1906).

"The office staff was brought together shortly after the disaster and headquarters were established at Hamilton Grammar School . . . through May, June and July.

"As soon as circumstances would permit, the safe of the Commission was exhumed from the debris in the basement of the City Hall. The minutes since the creation of the Commission and all the essential records of the office, including all lists of eligibles, dates of appointment of employees, etc., were found intact.

"Throughout the confusion immediately following the disaster, the rights of hundreds of civil service employees working for the municipality were safeguarded in every particular. The resi-

dences of many civil service eligibles had been destroyed by fire and many of them had moved from the city. Strenuous efforts were at once made by this Commission to locate those entitled to appointment. Through letters and by advertisements, eligibles were requested to advise us of their new addresses."

The growth of civil service in San Francisco was slow but steady, as worth of the merit system was proved conclusively. On June 30, 1909, the city's total of classified employees had reached two thousand four hundred and ninety-seven. Five years later the total was three thousand eight hundred and thirteen, while in 1917 there were four thousand five hundred and ninety-nine. From that time on growth was more rapid.

Important changes were effected in the San Francisco municipal governmental organization and operation when the present city charter, drawn up by the Freeholders, went into effect in 1932. Briefly, the charter set up the "Strong Mayor" type of government; provided for unhampered control of finances and of budget expenditures by a controller appointed by the mayor. It placed the city on a strict cash basis; placed all utilities under jurisdiction of a Public Utilities Commission, members of which were appointed by the mayor. Purely administrative departments were placed under a chief administrative officer appointed by the mayor. The board of supervisors was made a purely legislative body.

Many offices previously elective were made subject to appointment from civil service lists. The Civil Service Commission's scope of duties was enlarged and the Commission given greater powers to enforce its rulings and compliance with civil service provisions, involving many fundamental changes in rules and procedure.

By 1934 more than \$27,000,000 of taxpayers' money was being spent annually for City and County of San Francisco payrolls. The Civil Service Commission, as the employment and personnel department of the city government, largely was responsible for recruiting employees, the efficiency and competency of these workers, and the certification of all city payrolls.

At that time the Commission was charged with various duties and responsibilities, in one respect or another exercising control over every employment in the city and county. Some positions were subject to salary standardization but not to civil service; others were just the reverse. Still others were exempt from both civil service and salary standardization. However, all employments of every city and county department are subject to civil service check and approval before being paid, whether under civil service, salary standardization, or not.

At the end of the fiscal year following inauguration of San Francisco's merit system, only one hundred and fifty-one eligibles had been appointed to civil service status. Since that time all save several departments with numerically minor groups of employees have been placed under the classified service which, with inclusion of the Market Street Railway employees this year, is an increase of some eight thousand six hundred percent. Several charter amendments under consideration would bring these last few employees under civil service as well.

The annual payroll for employees necessary to maintain the many essential services operated for citizens of the municipality during the past fiscal year exceeded \$34,000,000. Cost of operation of the Civil Service Commission, largest permanent employment and personnel agency in the city, during the fiscal year 1943-44 was \$105,189.

During this period the Civil Service Commission took action on a number of important matters directly affecting the city's fourteen thousand five hundred employees and department heads, and more or less affecting and of interest to all the city's taxpayers. These will be discussed in brief form in following sections of the report.

The Civil Service Commission is proud to pay its respects in this report to James J. Maher, secretary emeritus of the Commission. During his thirty years of service to the city from January 13, 1908, to his retirement on December 1, 1938, as Secretary and Chief Examiner of the Commission, Mr. Maher played an extremely vital role in the development of the merit system in San Francisco.

Section I.
PERSONNEL AND ORGANIZATION OF THE COMMISSION AND STAFF

EXHIBIT No. 1

MEMBERS OF THE COMMISSION—1900 to 1944

Commissioner	Appointed	Term Expired
J. Richard Freud	1- 8-1900	1- 5-1902*
John E. Quinn	1- 8-1900	1- 7-1902
P. H. McCarthy	1- 8-1900	1- 7-1903
Chas. A. Murdock	1- 6-1902	1- 7-1903
Louis J. Ohnimus	1- 8-1902	1- 7-1903**
Jos. R. R. Mershon	1- 8-1903	4-29-1903**
Geo. H. Bahrs	5-20-1903	1- 7-1909
	1-31-1910	1- 7-1912
John W. Rogers	1- 8-1903	12-15-1905
Chas. J. Williams	1- 8-1904	1- 7-1906
Edward F. Moran	12-18-1905	1- 7-1908
Richard Cornelius	1- 8-1906	1- 7-1910
Matthew I. Brady	1-18-1908	1-31-1910
	1- 8-1913	1- 7-1915**
Sheldon G. Kellogg	1- 8-1909	1-31-1910
Frank C. McDonald	1- 8-1910	1- 3-1912**
Chas. M. Leavy	1-31-1910	8-26-1910*
B. B. Rosenthal	9-26-1910	7- 1-1917
Earle A. Walcott	1- 8-1912	1- 3-1931*
Harry E. Michael	1- 6-1912	1- 7-1913
John J. O'Toole	1- 8-1915	1- 4-1926**
George A. Tracey	7- 1-1917	12-18-1923*
John F. Davis	1- 8-1924	6-30-1929
Hugh McKevitt	1- 4-1926	1-27-1931**
Wm. P. McCabe	7-20-1929	6-30-1935
Lewis F. Byington	1- 3-1931	1- 7-1932
Howard M. McKinley	1-27-1931	7-21-1941***
Harry K. Wolff	1- 8-1932	
Milton S. Maxwell	7- 1-1935	
John W. Bender	7-21-1941	4-16-1944**
Allan E. Charles	4-17-1944	

*Died

**Resigned

***Resigned to enter active service as Lieut.-Commander, United States Navy.

EXHIBIT No. 2

EXECUTIVE OFFICERS OF THE COMMISSION—1900 to 1944

Name	Title	Appointed	Appointment Terminated
Edward F. Moran	Secretary and Chief Examiner	January 1, 1900	December 18, 1905*
Aaron H. Powers	Secretary and Chief Examiner	December 18, 1905	December 31, 1907*
James J. Maher	Secretary and Chief Examiner (Secretary-Emeritus)	January 13, 1908	December 1, 1938**
William L. Henderson	Personnel Director and Secretary	December 1, 1938	Granted Military Leave June 9, 1943
Kathleen Dolen	Personnel Director and Secretary	June 9, 1943	

*Resigned **Retired

EXHIBIT No. 3
PRESENT MEMBERS OF THE COMMISSION

Name	Present Office	Original Appointment
Harry K. Wolff	President	January 8, 1932
Milton S. Maxwell	Commissioner	July 1, 1935
Allan E. Charles	Commissioner	April 17, 1944

John W. Bender resigned as Civil Service Commissioner on April 16, 1944, after serving since July 21, 1941. His resignation was accepted with deep regret by the Commission and he left with the sincere admiration and friendship of the Commission and staff. The position of Vice-President which he held was not filled until the election of Allan E. Charles on July 1, 1944.

NOTE: Civil Service Commissioners are appointed by the Mayor for six year terms. Terms are overlapping—one Commissioner being appointed every two years. Appointments of Civil Service Commissioners are not subject to confirmation or approval by the legislative branch of the municipal government (the Board of Supervisors).

Civil Service Commissioners may be suspended by the Mayor, and may be removed from office by the Board of Supervisors for official misconduct if the charges are sustained by a three-fourths vote of the Board after a public hearing.

These provisions governing appointment and method of removal of members of the Civil Service Commission were incorporated in the charter in order to afford members of the Commission the maximum freedom from political control or reprisal.

EXHIBIT No. 4

STAFF OF THE COMMISSION

Permanent Employments Established as of June 30, 1944

Administration:

Dolen, Kathleen Personnel Director and Secretary
Quinn, Joseph P. *Assistant to the Secretary
Hunniceutt, Flora M. General Clerk-Stenographer
Marquering, Dorothy General Clerk-Stenographer
Silva, Jane D. General Clerk-Stenographer

Personnel Division:

Sues, Otto L. Supervisor of Wage Scales and
Classifications
Wiebalk, August E. Head Clerk
McKnew, Alfred J. Senior Personnel Assistant
Grubb, George J. Personnel Assistant
Burgin, Wilma E. Senior Clerk
Kelley, Helen Senior Clerk-Typist
Moore, Bernice General Clerk-Typist
Licht, Joseph Office Assistant

Payroll Auditing Division:

Brady, Matthew I. *Head Clerk
Wehrle, Muriel *Senior Clerk-Typist
Gibbons, Kathleen J. General Clerk-Typist
Kimpton, Alta Y. General Clerk-Typist

Examining Division:

Landreville, Louis A. Supervisor of Examinations
Smith, I. Stanley Civil Service Examiner
Bowler, James Civil Service Examiner
Siemens, Gretchen Civil Service Examiner
Bunney, L. Ralph Civil Service Examiner
Hayler, Guy B. Senior Personnel Assistant
Goldsmith, Babette G. Personnel Assistant
O'Connor, Richard P. General Clerk
Ryan, Cecelia General Clerk-Typist
*Temporary appointments to permanent vacancies.

On Military Leave

Administration:

Henderson, William L. Personnel Director and Secretary
Albert, Harry Assistant Personnel Director

Personnel Division:

Ficklin, Lohn Senior Personnel Assistant
Creedon, Dermott J. Office Assistant

Examining Division:

Cadigan, Patrick Personnel Assistant

DISTRIBUTION OF PERSONNEL AND FUNCTIONS

CIVIL SERVICE COMMISSION

Three Members, Appointed by the Mayor

PERSONNEL DIRECTOR & SECRETARY

Assistant to the Secretary

2 General Clerk-Stenographers
Preparation of Calendars; Maintenance of Records of Commission Actions; Commission Accounts and Supplies; General Correspondence

* Assistant Personnel Director

Assists in General Administration

PERSONNEL DIVISION

Supervisor of Wage Scales & Classifications

(In Charge)

- 1 Senior Personnel Assistant
- 1 Personnel Assistant
- 1 Head Clerk
- 1 Senior Clerk
- 1 Senior Clerk Typist
- 1 General Clerk-Stenographer
- 2 General Clerk Typists
- 1 Office Assistant

Functions

- 1 Classification, Pay and Organization Studies
- 2 Contract Wage Scales
- 3 Examination Announcements
- 4 Information Desk
- 5 Certifications and Authorizations
- 6 Personnel Records

EXAMINING DIVISION

Supervisor of Examinations

(In Charge)

- 4 Civil Service Examiners
- 1 Senior Personnel Assistant
- 1 Personnel Assistant
- 2 General Clerk Typists
- 1 General Clerk

Functions

- 1 Preparation, Administration and Scoring of Tests
- 2 Preparation of Eligible Lists
- 3 Supervision of Inspection of Examination Papers
- 4 Investigation of Protests on Examination Items and Ratings
- 5 Research on Examinations and Examination Procedures

PAYROLL AUDITING DIVISION

Supervisor of

- 1 Head Clerk
- 1 Senior Clerk Typist
- 2 General Clerk Typists

Functions

- 1 Checking and Approval of time rolls
- 2 Maintenance of Records of Leaves, Overtime, Vacations, etc.

PUBLIC RELATIONS AND TRAINING DIVISION

Assistant Personnel Director

(In Charge) *

Functions handled directly by Secretary and Personnel Director

Functions

- 1 In-Service Training Programs
- 2 Personnel Statistics and Analysis
- 3 Conference Programs
 - (a) Departmental Personnel Workers
 - (b) Employee Organizations
 - (c) Staff
- 4 Contacts with
 - (a) Civic Organizations
 - (b) Schools & Colleges

EXHIBIT No. 6

ANNUAL EXPENDITURES BY THE CIVIL SERVICE COMMISSION

By Fiscal Years from July 1, 1930 to June 30, 1944, and

APPROPRIATIONS FOR THE FISCAL YEAR 1944-45

Fiscal Year	*No. of Perm. Employees	Total Expenditures	SALARIES		Materials and Supplies†	Contractual‡	Equipment‡	Salary Surv
			Permanent	Temporary				
1930-31	9	\$43,481.60	\$26,820.00	\$11,080.53	\$3,982.82	\$ 984.77	\$ 613.48	\$ —
1931-32	9	53,634.47	26,820.00	21,614.18	2,054.19	630.27	2,515.83	—
1932-33	12	49,731.80	39,620.00	6,316.99	2,202.58	1,209.02	383.21	—
1933-34	12	51,641.70	34,899.00	11,919.19	3,450.28	1,043.37	329.86	—
1934-35	14	57,179.11	39,260.00	11,092.66	3,859.87	2,179.31	787.27	—
1935-36	16	60,071.41	43,963.79	10,239.17	2,657.46	1,742.08	1,468.91	—
1936-37	17	68,285.72	50,727.73	11,675.92	2,638.14	1,007.26	2,236.67	—
1937-38	19	92,582.18	54,234.55	17,660.33	6,112.86	3,148.11	4,054.58	—
1938-39	19	70,369.66	53,994.00	10,788.31	3,775.87	1,811.48	—	—
1939-40	22	69,509.75	56,341.28	6,755.11	4,402.81	2,010.55	—	—
1940-41	23	73,853.16	56,510.85	8,577.61	4,624.65	3,509.90	630.15	—
1941-42	23	86,206.86	62,367.95	12,080.34	3,467.17	7,313.83	977.57	—
1942-43	24	96,545.96	64,753.31	15,389.69	3,172.89	4,055.36	—	9,174
1943-44	28	107,432.09	68,678.95	16,082.75	3,411.73	5,632.00	2,254.78	11,371
APPROPRIATIONS								
Fiscal Year 1944-45								
1944-45	44	156,205.00	118,305.00	14,000.00†	4,500.00	6,400.00	500.00	12,500

*Three Civil Service Commissioners are not included in number of employments but compensation at \$100 each per month is included in expenditures and appropriations.

†Variations from year to year in the amounts expended for materials and supplies, contractual services, and equipment are explained in part by readjustments from time to time in the Controller's "Objects of Expenditure" regulations.

‡Includes \$2,500.00 allowance for overtime.

SECTION II

IMPORTANT HAPPENINGS IN THE

FISCAL YEAR 1943-44



CHARTER AMENDMENTS

At the special election May 16, the Civil Service Commission actively sponsored two charter amendments affecting the rights of approximately two thousand city employees. Both received overwhelming approval from voters. The proposals had no opposition and received editorial endorsement from all metropolitan newspapers and from scores of labor, veterans, civic and improvement organizations throughout San Francisco.

MILITARY LEAVES OF ABSENCE

Amendment of Section 153 of the city charter protects civil service rights of city employees and eligibles on civil service lists who have been granted military or "war effort" leaves for service directly connected with prosecution of the war, retroactive to September 16, 1940.

A city and county officer or employee entering the armed forces must file with the Commission a copy of his induction order prior to the effective date of his leave of absence. Upon expiration of his leave he may resume his old job. The term of his military service shall be considered part of his city service for seniority rights, including salary, which have accrued, just as though he had remained in uninterrupted city employ. Computation of sick leave and vacation are not included.

A civil service list eligible on being inducted into military service must file with the Commission a copy of his orders, or induction notice, in order to keep standing on the list, before the list expires or is cancelled. Upon presenting honorable discharge or proof of honorable active service, the Commission will place him on a preferred appointment status which will last four years after peace is declared.

If an eligible's name comes up for certification to a permanent position while on active duty, an appointment will be made to fill the position until he can return and qualify. His seniority begins on the date his name was reached; other rights on the date of his actual appointment.

A person who has completed only the written civil service examination and is suddenly called into service before the remainder of the examination can be finished also is given somewhat similar protection.

DISABILITY TRANSFERS

The second charter amendment corrected a very unfair condition which had existed unchanged for years among certain city employees commonly referred to as "disability transfers." These persons, under Section 156 of the charter, were permitted to transfer to lower paying jobs when, because of age, illness or other good reason, they were unable properly to discharge duties of their former positions.

Under the charter as drawn in 1932, however, pay of "disability transfers" was frozen at the lower scales at which they assumed the new duties in order to eliminate possible political favoritism, by circumventing civil service provisions of advancement based on merit and ability through a transfer or a succession of transfers with customary annual pay raises until the political favorite was receiving far more than his actual worth to the city. That very intent of the charter framers to eliminate favoritism had worked to the disadvantage of some three score employees, since their pay was frozen almost uniformly at scales well below pay of men working side by side with them at identical tasks, obviously wholly unfair and a detriment to city employee morale.

Under the successfully amended charter provision, city employees so wounded in military duty as to be unable to discharge capably their former duties also may be transferred by the Commission to positions they can successfully fill as these become vacant.

Compensation may be increased but not exceed the salaries such employees would have received had they remained in their former positions. Positions filled under Section 156 are not subject to salary standardization, but are now fixed by the Commission under rules to carry out the intent of this section of the charter.

EXTENSION OF THE MERIT SYSTEM—MARKET STREET RAILWAY

The largest single extension of the merit system in the nearly forty-five years of civil service in San Francisco was provided by city voter approval May 16, 1944, of purchase of the Market Street Railway Company's operating properties for consolidation with the city-owned Municipal Railway. All eligible Market Street employees will be blanketed into city civil service under charter provisions. Exclusive of approximately three thousand school teachers, this will raise the total of San Francisco civil service employees to approximately thirteen thousand.

After the tremendous volume of detailed technical work required of the Civil Service Commission staff was well under way, a total of one thousand three hundred and forty-four Market Street Railway Company employees were found eligible for permanent city service out of approximately two thousand two hundred employees. Many of the balance were unable to qualify because of city charter restrictions, since they were non-citizens, over seventy years of age, or because they lacked one year of service.

Those ineligible for various reasons included fourteen employed in non-operating functions, three hundred and seventy-eight who had been employed less than one year, sixty-five aliens, and fifty-six over seventy years of age, a total of five hundred and thirteen. In addition, three hundred and eighteen employees for various reasons failed to file applications requesting to be blanketed into city service. Some of these may later qualify.

The total annual city payroll increase, based on the most complete figures available as the annual report goes to press, is set tentatively at \$5,500,000, covering approximately two thousand two hundred positions, some of which, due to the critical wartime manpower situation, Market Street Railway officials had been unable to fill prior to city acquisition of the line. The nine hundred and seventy-four additional employees required for normal operations will be recruited through programs scheduled by the Civil Service Commission.

The number eligible to be blanketed in, incidentally, was larger than the total of city civil service employees during the first several years after the San Francisco merit system was established in 1900. Some idea of the work involved in determining the eligibility of Market Street Railway personnel under the charter provisions may be gained by the layman from a very brief outline of the required steps taken by the staff:

Special questionnaires were prepared, with instructions on how each employee should describe his work duties prior to being classified into city service, with special instructions for supervisors and department heads to provide accuracy checks. The Commission staff also audited Market Street Railway payrolls for the previous eighteen months to provide a double check of all data submitted.

All questionnaires were analyzed, ineligibles eliminated, and tentative allocations to comparable city positions made of all eligibles. In addition, about four hundred field investigations were made to clarify incomplete returns.

Many technical and legal problems involved were partially clarified through a lengthy series of conferences between the staff, Public Utilities officials, Market Street Railway executives, the City Attorney, and various railway union representatives.

Certain technical questions referred to the city attorney for opinions included phases of classifications of duties, and entrance salary for various groups of employees, under restrictions provided by the city charter and the salary standardization ordinance.

Nine existing classes of civil service employment were amended to cover new employment features while eighteen new classes were established to accommodate certain types of new employment necessitated through purchase of the private traction company's various operating properties.

Meetings have been scheduled for all employees affected to make any protests they have as to the classifications to which their positions have been allocated.

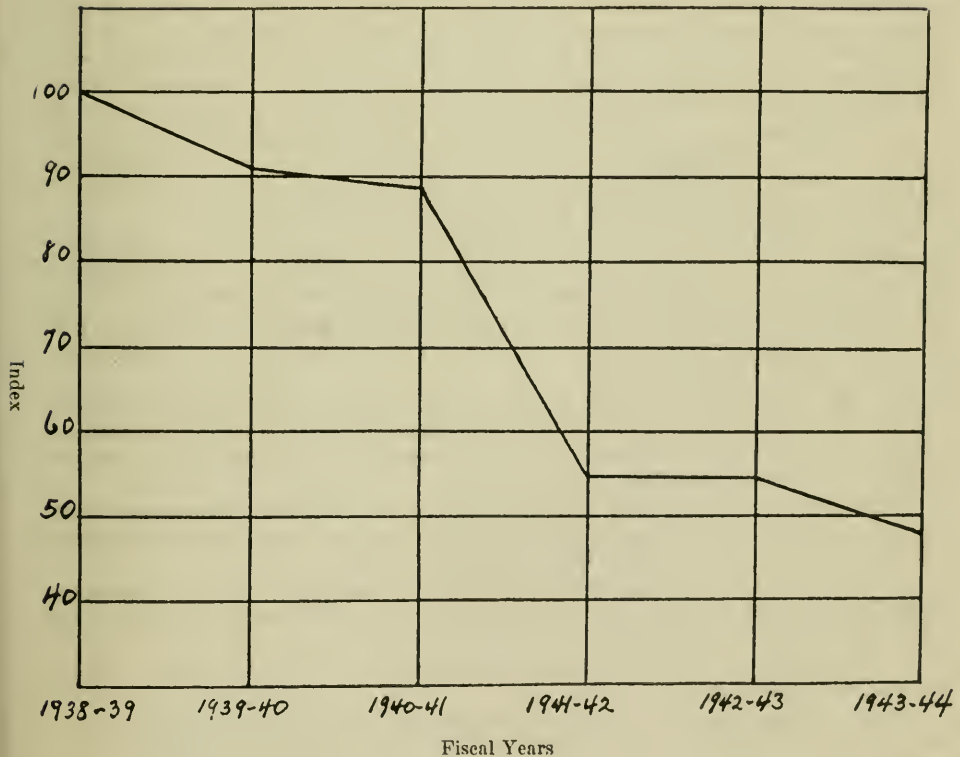
Provision is also made for protection of those eligible for city service among the one hundred and seventy-six Market Street Railway employees on military leave.

EXHIBIT No. 7

EXTENSION OF THE MERIT SYSTEM

DECREASE IN THE NUMBER OF POSITIONS EXEMPT FROM CIVIL
SERVICE FOR THE PERIOD JULY 1, 1938, TO AND
INCLUDING JUNE 30, 1944

(Fiscal Year 1938-39 Index 100=1654)



STREAMLINING THE CLASSIFICATION PLAN

The Civil Service Commission has taken definite steps to streamline and modernize the city's employee recruiting procedure through standardization of the classification plan, which already during the year has resulted in reducing civil service classes approximately nineteen per cent.

As a result of the obviously increased efficiency resulting from the early phases of this work the Board of Supervisors on March 30, 1944, requested the Commission to conduct classification surveys throughout the city service for all classes subject to salary standardization, which includes most of the sixteen thousand city employees. This important project is being continued in the 1944-45 fiscal year.

The early phases of the classification work, of necessity due to wartime shortages of time and staff, were completed under handicap. Since it was physically impossible to make complete detailed surveys and to set up new class specifications in accord, a uniform phraseology for class definitions was developed, and classes obviously of the same level of responsibility and of the same general duties were consolidated. Class specifications were rewritten with standardized wording after the staff listed and defined terminology used to indicate the degree of supervision exercised over a particular class and phraseology indicating the level of supervisory responsibility of a class.

The revised terminology enabled the Commission to combine advantageously numerous classifications. After several public hearings one hundred and sixty-seven classes were eliminated, bringing the number of classifications down from eight hundred and fifty-nine to six hundred and ninety-two, or approximately a nineteen per cent reduction.

Further revisions will be made based on actual surveys so that classifications will more correctly reflect the positions involved and eliminate such obsolete definitions as may be found during the coming year, which in turn will further streamline the whole recruiting procedure.

As a preliminary step, experts of the Commission staff conducted exhaustive studies of both court decisions affecting rights of the city's civil service employees, and leading authorities in the field of personnel administration.

Four principles, based on accepted personnel practice insofar as can be made applicable to existing laws as established by the city charter, were adopted by the Commission. Understanding of these will establish a common ground between the Commission staff, department heads and city employees whose civil service status may be involved.

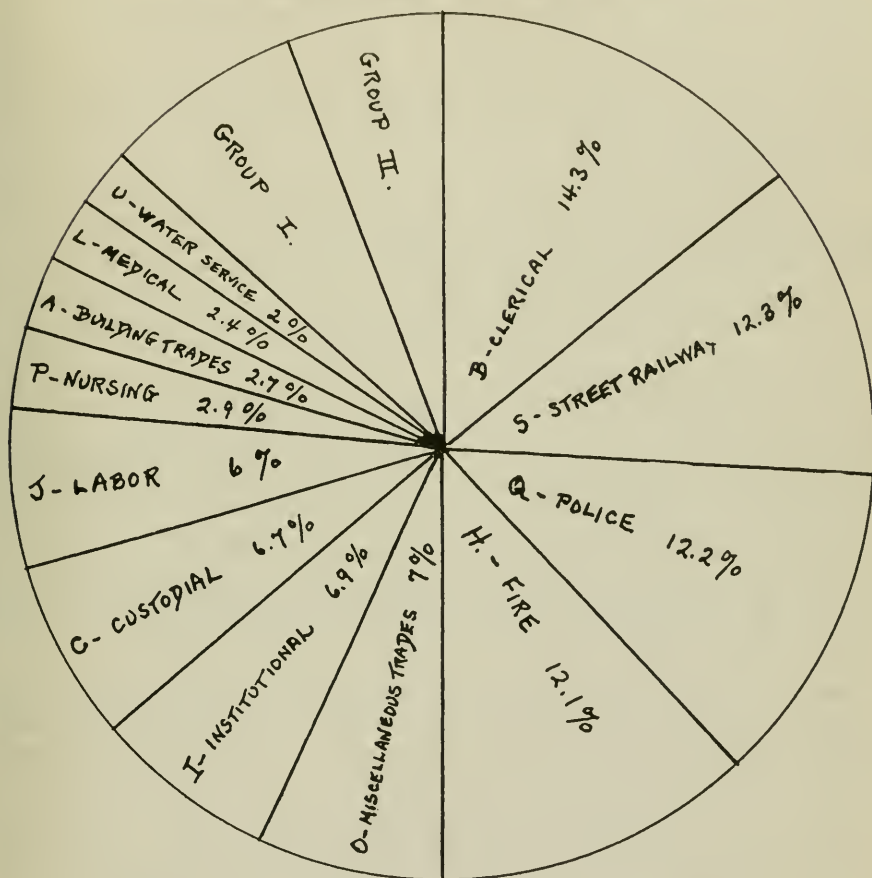
The Commission will hold public hearings for both employee organizations and city department heads, however, prior to beginning the classification surveys, in order to clarify all points and to consider all possible objections before beginning the work.

The four principles to be established will cover the determination of status of employees affected by four types of situations which are expected to be encountered in the departmental classification surveys. These are:

1. Where reallocations are based on new or additional duties and responsibilities added to positions by department heads.
2. Where reallocations are to conform to consolidation, or breakdown, of existing classes where, however, no change in level of duties or responsibilities, or training and experience, is involved.
3. Reallocations in cases where employees claim errors were made when employees were originally classified.
4. Reallocations where positions are classified downward.

EXHIBIT No. 8

PERCENTAGE CHART OF EMPLOYEES IN THE CLASSIFIED
SERVICE GROUPED BY SERVICES



GROUP I

F—Engineering	1.9%
T—Welfare	1.7
M—Metal Trades	1.6
D—Detention	1.1
E—Electrical	1.1

GROUP II

R—Recreation	1.3%
N—Inspection	1.
X—Library	.7
G—Examining	.6
K—Legal	.5
W—Park	.3
Y—Museum	.2
V—Agriculture	.02

SERVICE RATING PLAN

As a long range move designed to raise the standard of all services to the taxpayers of the city and county and to provide increased efficiency in governmental operation, the Civil Service Commission staff during the year developed an experimental service rating plan. Service rating is in line with the modern trend to further eliminate the "spoils system" from public service, to reward employee ability and merit, and to attract capable workers into the city's service as a lifetime career. It is provided for under Section 152 of the city charter. The program was developed after exhaustive research and study and covered methods used in leading personnel agencies of the United States and Canada. It is expected that minor changes will be made to cover specific situations as they may arise.

The national survey proved conclusively that service rating has been of definite value in raising civil service standards and is desired generally by competent employees because it gives recognition to faithfulness and merit as factors in promotional examinations as well as in eligibility for salary increases, transfers, leaves of absence and other civil service privileges.

The Commission voted unanimously to begin service rating on July 1, 1944, for probationary employees, and later will rate all civil service employees of the city and county at least once a year.

The six month probationary period of a new San Francisco employee is part of his civil service examination. Service rating, to be made at the end of the probationer's second and fifth month of work, provides a simple, accurate method of determining impartially how the new employee fits into his job. The new employee also is given a fair opportunity to learn the exact requirements of his new work and, usually, adequate time to prove his ability before being "flunked" by the appointing officer or department head by not being certified to permanent civil service status. At the same time the appointing officer is given an impartial yardstick to measure the probationer's work, but in no sense loses his authority to dismiss a probationer during the six month period.

Permanent employees found to be inefficient or incompetent, under the ultimate plan, would be given adequate opportunity to improve, find other work for which they were better qualified, or be eliminated from the city payroll. However, adequate safeguards are provided by law to protect civil service employees' interests.

The San Francisco plan utilizes a simple check form applying uniformly to all similar classes of positions in the various city departments. The forms are filled out by supervisors and double checked by department heads or appointing officers, and cover traits which give an adequate picture of employees and their ability.

Traits checked for all employees include promptness, attendance, quality of work, ability to learn, cooperation, dependability, judgment and initiative. Certain additional traits, applying only to certain jobs, include volume of work, contacts with public, physical fitness and appearance. For supervisory positions two additional traits rated are ability to train and organization of work.

Special rating forms have been devised for the fire and police departments to check performance in matters peculiar to work in these departments.

Supervisors check each employee's rating on each trait with one of five grades ranging down from excellent, and ratings are varied in order to insure careful attention from supervisors. The Civil Service Commission staff, using a simple scoring system, does all scoring with a weighted scale. On the back of the report is space for the certificate of the reporting officer and of the employee involved. The appointing officer, in cases involving probationary employees, is required to indicate his impression of the employee's general fitness to hold the position, and to indicate

presence or absence of undesirable characteristics which would make the employee unsuited to the particular job. If the probationary employee is rejected, the appointing officer must indicate specifically why.

Both employee groups and various city department heads have indicated approval of service rating. The Commission hopes eventually to place the plan in complete operation for all permanent civil service employees to the mutual benefit of the public and municipal personnel.

SALARY STANDARDIZATION SURVEY

Salary standardization schedules for city employees, which went into effect July 1, 1944, for the first time in several years are in line with salaries paid in comparable private employment and in public service in California.

At request of the Board of Supervisors, and as provided under Section 151 of the city charter, the Civil Service Commission staff during the year conducted an intensive survey of salaries paid both by private business and by other governmental agencies in the state. The resulting Commission recommendations were approved both by the Board of Supervisors Finance Committee and by Mayor Roger D. Lapham. At final hearings, however, the Board of Supervisors passed four amendments increasing the recommended rates for Municipal Railway platform men and women, day laborers, registered and public health nurses, and seamstresses and related classes. All of these were vetoed by the mayor. Two increases—for platform men and women, and for seamstresses—were passed by the board over the mayor's veto.

For many classifications the new wage adjustments were the first to be made since 1930, and for other classes they corrected inequities which resulted from the schedules established for the 1943-44 fiscal year.

The salary standardization ordinance includes also administrative provisions standardizing working conditions throughout the city service, principally to a five day forty hour work week. Departments whose regular work week had been forty-four or forty-eight hours are required to pay their employees additional straight time for the four or eight hours above the forty hour base, and time and a half for overtime over forty-eight hours per week. All departments must pay time and a half for emergency overtime work over eight hours per day.

The ordinance provides for a minimum of six holidays annually in all departments for monthly employees, where previously certain departments granted no holidays to employees.

Another feature of the ordinance, correcting a previously unfair situation, provides granting of the annual salary increments on the first of the month following the anniversary of employment instead of at the first of the fiscal year following employment. Under former ordinances, an employee might be required to work virtually two years before receiving his first salary increase.

The compensation schedules finally adopted particularly gave relief to the great number of white collar workers in the city service. For the first time recognition was given to the clerical, sub-professional and professional classes. For example, upward revisions of salaries increased the number of persons in the \$180-\$200 bracket by eleven and five-tenths percent. Charts illustrating the distribution of employees by salary groups before and after the salary standardization ordinance adoption follow:

EXHIBIT No. 9

DISTRIBUTION OF EMPLOYEES BY SALARY GROUPS BASED ON
MAXIMUM COMPENSATION SCHEDULED IN THE SALARY
STANDARDIZATION ORDINANCE EFFECTIVE JUNE 30, 1944

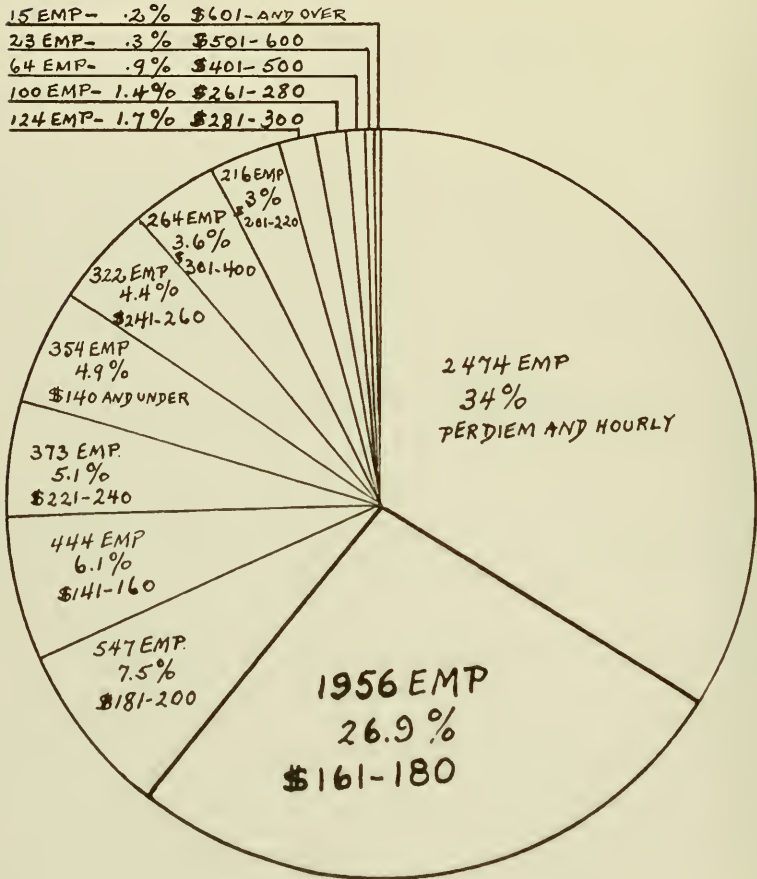
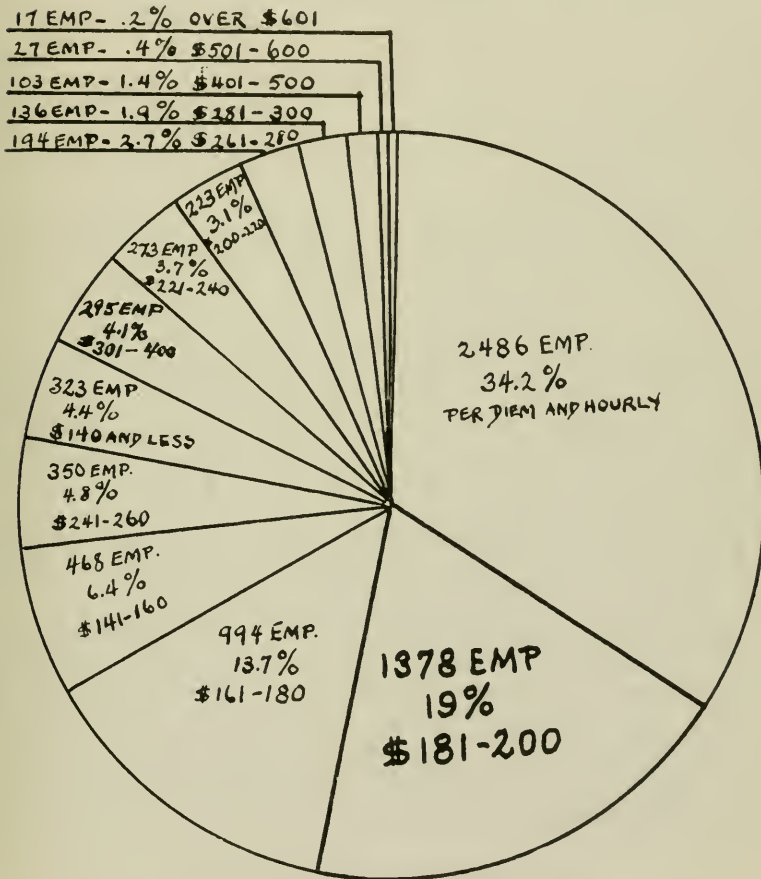


EXHIBIT No. 10

DISTRIBUTION OF EMPLOYEES BY SALARY GROUPS BASED ON
MAXIMUM COMPENSATION SCHEDULED IN THE SALARY
STANDARDIZATION ORDINANCE EFFECTIVE JULY 1, 1944



The Salary Standardization Ordinance adopted by the Board of Supervisors March 20, 1944, to become effective July 1, 1944, increased the number of employees for which maximum compensations of \$181-\$200 were scheduled from 547 to 1378 and decreased the number of employees for which maximum compensations of \$161-\$180 were scheduled from 1956 to 994.

PART TIME EMPLOYMENT

Perhaps the part time rule of the Civil Service Commission reflects as much as any one phase of Commission activities that adaptability to the public welfare so essential in democratic government. Under neither the old charter, nor the present charter which went into effect in 1932, was there prohibition against city employees holding more than one position, that being left to the discretion of the Civil Service Commission, the city's personnel and employment agency. During depression years, when many citizens were unable to obtain work of any kind, there was widespread criticism of city employees holding more than one position, of a husband and wife both working for the city, and of obtaining paid employment during an employee's annual paid vacation period.

On February 1, 1933, the Commission adopted Rule 36 prohibiting a city employee from holding another paid position in federal, state, city or private employment. However, because of constitutional provisions no action was taken where both husband and wife held city civil service positions. The Commission also prohibited a civil service employee from holding a salaried position during his paid vacation period.

The rule later was amended to prohibit a person holding a full time position under civil service appointment from holding any other paid position in the city or other governmental agency, private employment or in the San Francisco Unified School District, "when such other position may have the effect of reducing the efficiency of such employee in his civil service position."

As the World War progressed and the manpower situation became increasingly acute the Commission gradually relaxed its policy of denying dual employment and permitted such employment in many cases. The final step in the liberalization program was taken to permit the city to take advantage of the manpower reserve within the city service, as well as allowing city employees to work in private employment, patriotically assisting in manning defense plants. This was amendment to Rule 36 of July 14, 1943, permitting part time work not to exceed twenty-four hours per week, in addition to the employee's regular work week.

A typical advantage to the city was provided by the Registrar of Voters, who was unable to obtain able bodied men to service the city's mechanical voting machines. With assistance of city employees on a part time basis and such other persons as could be recruited, the Registrar has been able to prepare all voting machines in time to hold required elections.

The Commission also, in line with the established policy of giving the fullest possible protection and assistance to all city employees, on June 5, 1944, issued a bulletin to all limited tenure appointees who will be replaced by permanent civil service employees on their return from military leave. The Commission urged all duration employees to obtain additional part time work in private industry in order to fully protect their benefits acquired under the State Unemployment and Federal Old Age and Survivors Insurance provisions. Such extra work in private industry would make duration workers eligible for State Unemployment and Federal Social Security relief, and help cushion the financial shock of unemployment. Under California and Federal law municipal employees are specifically exempt from such benefits.

INSPECTION SERVICE CONSOLIDATION

Another excellent example of the trend toward greater efficiency in San Francisco municipal government, with consequent savings to taxpayers, is provided in the smoothly functioning consolidation of certain San Francisco Health Department inspection services, made by the Civil Service Commission staff at request of Chief Administrative Officer Thomas A. Brooks.

The work, begun in 1942, was completed during the past year, and Health Department records now disclose the extent of actual savings effected through the consolidation.

An exhaustive study, conducted by the Commission staff covered housing, industrial, food and restaurant, and market inspection services. Certain other city and county inspection services also were considered in a tentative program which ultimately may be put into effect.

The survey disclosed that inspection services prior to 1942 were made by four staffs of inspectors, each covering the entire forty-four square-mile area of the city and county under the following civil service class executives:

Chief Food Inspector, responsible for all food establishments and restaurants.

Chief Market Inspector, all butcher shops, meat manufacturing and processing plants, poultry and fish firms.

Chief Housing Inspector and Chief Industrial Inspector whose staffs covered respectively residences and industrial plants.

Excessive duplication was shown. In the case of many large structures housing, for example, an industrial plant, four different inspectors were required to make separate inspections, at times on the same day, of restaurant and living facilities for employees, a public food market, and the plant proper.

The obvious result was excessive waste of inspectors' time and transportation, printed forms and certain other expense, as well as the creation of ill-will among business executives on the part of the city.

The Commission staff, using carefully developed questionnaires, conducted a nationwide survey of leading public personnel administration agencies throughout the United States and Canada. This provided a tabulation of the most advanced methods in use, and an excellent yardstick by which to measure San Francisco's specific problem.

The following Civil Service Commission recommendations were adopted with excellent results:

The forty-four square miles of the city were divided into four districts, each including as closely as possible an equal number of the various types of facilities requiring inspection.

Inspection consolidations adopted were Housing with Industrial, under a new civil service classification of Housing-Industrial, since each inspector deals basically with the same problems, one in private homes, the other in industrial establishments.

Food and Restaurant, with Market Inspectors, under a new class of Market and Food Inspector; previously each class had dealt with foodstuffs and the same types of business, often combined under one roof.

Reclassification of four Chief Inspectors to District Supervisors, each responsible for one of the four districts.

Reclassification of three positions of Assistant Chief Food Inspector to Assistant District Supervisor, assigned to three major districts.

The consolidated inspection service was placed under the direction of a Chief Food and Sanitary Inspector who is responsible for coordinating and supervising the activities of the various inspection districts.

An In-Service Training Program was developed by the Civil Service Commission and conducted by the Department of Public Health with assistance of authorities in the field of inspection. The training program included assignment of some inspectors to study courses in the inspection field, conducted by the University of California.

The plan, based on practical consolidation of related classes of employment and related minimum requirements for good performance, as anticipated by the Civil Service Commission and Chief Administrative Officer Brooks, is functioning smoothly.

Practical results include elimination of duplicated inspections to establishments and districts; operation without disrupting service of private business to the public; civil service rights of occupants of various positions determined without adverse effect; civil service examination procedures and recruiting of eligibles handled without difficulty.

The plan was put into effect on April 3, 1944, and indications are that there will be a saving in personnel of at least ten inspectors; a decrease in mileage costs of about \$3000 per year; a saving in printing and stationery of about 25%; and a substantial increase in the number of inspections.

SEVERANCE COMPENSATION

One of the most difficult problems to confront the city in post-war days will be readjustment of municipal personnel as permanent civil service employees on military and war leaves return to their positions. Of necessity this will mean displacing of limited tenure or duration workers, who by their collective employment have enabled various departments of the city and county to function at a near normal level of efficiency of vital importance on the home front.

After serious consideration, the Civil Service Commission laid before Mayor Roger D. Lapham and the Board of Supervisors Finance Committee, a proposal that a severance pay plan be established, if feasible, for the city's one thousand four hundred civil service and limited tenure war duration employees, somewhat comparable to similar protection afforded employees in private industry through either State Unemployment Insurance, or private company dismissal pay plans. Such a plan would assist financially in cushioning the shock of unemployment when it comes for such workers.

Under both state and federal law, municipal employees are specifically exempted from protection afforded by State Unemployment Compensation Insurance and the Social Security Act.

It was decided to undertake studies of dismissal plans in private industry and of state unemployment insurance plans. On completion of the studies the final proposal will be submitted to the mayor for his approval. If it appears to be feasible to Mayor Lapham and the Board of Supervisors, the proposal would be submitted to San Francisco voters at the November election.

IN-SERVICE TRAINING

Among other special studies undertaken during the year by the Commission staff was a program of In-Service Training, in collaboration with the State Department of Education. Due to the press of other matters the program at the end of the fiscal year is still in process of development.

It is hoped soon to begin an integrated schedule of training city employees in a program designed to improve service to the public and to improve procedures, and to train employees in various semi-skilled classes of employment for which recruitment is difficult. This latter will be a part of an up-grading program. It is hoped that the in-service training program will develop a standardization of procedures in dealing with the public, and a general improvement in the service.

MISCELLANEOUS

Among special services provided, from the personnel viewpoint, to assist city employees, the Commission during the year distributed to all interested municipal workers a complete list of San Francisco child care centers with all pertinent data, including cost, hours open, and age of children taken. Not only did this prove of benefit to working parents, some of whom have felt obliged to

leave city employment through failure to obtain satisfactory assistance at their homes, but enabled the city to employ other badly needed parents on both part time and a full time basis, helping that much to solve the critical municipal manpower problem.

WAR MANPOWER

During the past year the Civil Service Commission, cooperating as fully as possible with the War Manpower Commission to keep essential workers in war-vital industry, adopted certain provisions of the Labor Stabilization Program. Since some provisions could adversely affect rights of civil service eligibles, the Commission could not formally become a member.

On September 29, 1943, the Commission adopted proposals to be followed by appointing officers, and listed essential activities issued by the War Manpower Commission, to be used for reference in making non-civil service emergency appointments, exempt non-civil service appointments and limited tenure appointments. Any person leaving an essential activity, or whose last place of employment was in an essential industry included in the list, will be required for the duration of the war to present a release from the Federal agency before being employed by the city government. An excerpt from the bulletin to appointing officers follows:

1. Bulletins announcing limited tenure examinations from and after October 1, 1943, will indicate as part of the minimum requirements that a war manpower release **MUST BE PRESENTED TO APPOINTING OFFICERS PRIOR** to appointment of any person whose last employment was in an essential activity.
2. Appointing officers are requested to secure a release prior to the appointment of any person to be appointed under emergency authorization in the absence of eligibles, if the last employment of such person was in an essential activity.
3. The Mayor requests that appointing officers, prior to making non-civil service exempt appointments, secure releases from all persons whose last employment was in an essential activity. Such release must accompany Form 1075 when sent to the Mayor for his approval.
4. All timereolls submitted for new limited tenure appointments made from lists established after October 1, 1943, emergency appointments made in the absence of eligibles, and non-civil service exempt appointments made from and after October 1, 1943, must carry the certification of appointing officers that all appointments made under such provisions were checked and that releases were secured prior to the appointment of all persons whose last employment was in an essential activity.

All limited tenure applicants placed on limited tenure lists established after October 1 will be notified by us that they must present to the appointing officer a war manpower release if their last place of employment was in an essential activity.

APPLICANTS FOR POSITIONS COVERED BY THE TYPES OF APPOINTMENTS DISCUSSED HEREIN WHOSE LAST PLACE OF EMPLOYMENT WAS IN AN ESSENTIAL ACTIVITY LISTED IN THE ATTACHED WAR MANPOWER BULLETIN ARE INELIGIBLE FOR APPOINTMENT IF THEY CANNOT PRESENT A WAR MANPOWER RELEASE TO THE APPOINTING OFFICER.

POLICEWOMEN

A new departure in San Francisco Police enforcement work—feminine police traffic officers—was the answer of the Civil Service Commission during the past year to an appeal from Police Chief Charles W. Dullea for assistance in solving his critical manpower shortage.

Wartime demands have swollen the city to boom proportions, requiring a great increase in all the necessary homefront protective forces and services such as health, fire and police departments.

At the same time available men to fill the rapidly depleting police ranks were difficult to obtain in San Francisco, in common with all major cities of the country.

The Commission, after careful study of requirements with police officials, determined that policewomen could be recruited to assist with certain selected types of traffic enforcement work. On June 6 recruiting of policewomen began, to ride three-wheeled motoreycles in traffic patrol work and in directing traffic, thus releasing badly needed able bodied men for other police activities.

Women applicants were required to be citizens, residents of San Francisco for at least five years, high school graduates, from twenty-one to thirty-five years of age and of the same alert mental and high physical qualifications as are generally required to enter the feminine branches of the United States armed forces. Pay was the same as for entering police officers, \$200 per month.

Accepted recruits were given a careful training period adapted to the requirements for the jobs, at the Police Academy in Golden Gate Park, before formally taking over in this radically new field for women. The first recruits have proven highly satisfactory and the Police Department has requested that additional women be recruited as rapidly as possible.

SECTION III

LEGAL ASPECTS OF OPERATIONS



LEGAL ASPECTS OF OPERATIONS

1943-44

As of June 30, 1944, there were eight actions pending in which the Civil Service Commission was directly involved. Of the eight, only one or two involve active disputes regarding the administration of civil service; the others are either dormant and thus will finally disappear from the record for want of prosecution, or are matters concerning the Civil Service Commission indirectly. A sharp drop in the number of suits filed against the Commission in the past fiscal year was noted, the number of which being three against eleven filed during the period 1942-43. The decrease may be explained partially by the fact that the Commission has deferred all entrance examinations until the war has been concluded and the members of the armed forces have returned and are in a position to participate in the examinations. Also having possible influence in this regard are prevailing economic conditions; which provide in private employment more attractive positions than are to be found in the service of the City and County.

The Civil Service Commission here desires to accord the Honorable John J. O'Toole, City Attorney, Chief Assistant City Attorney Walter A. Dold and Deputy City Attorney Norman Sanford Wolff the highest praise and sincere appreciation for the interest and diligence with which they have prosecuted the Commission's legal affairs.

Cases Finally Concluded During the Fiscal Year 1943-44.

1. *Beckwith v. City and County of San Francisco*, filed September 20, 1943

Plaintiff, a conductor for the Municipal Railway since 1928, became sick in 1943 at which time he had six months' sick leave with pay due him. The Public Utilities Commission granted him all but forty days of this sick leave. The Public Utilities Commission avoided the payment of this balance of sick leave by having the Retirement System retire plaintiff for disability. The court found that the Retirement Board and the Public Utilities Commission attempted to retire plaintiff for the purpose of defeating plaintiff's right to sick leave with pay; that such attempted retirement was void and of no effect and directed the Retirement Board to vacate its order of retirement.

2. *Collins v. Civil Service Commission*, filed September 20, 1943

The Public Utilities Commission has adopted the policy of requiring all employees who have been granted sick leave with pay in excess of sixty days to submit to medical examination. This medical examination disclosed that Collins should, in the opinion of the Public Utilities Commission, be retired for disability and the Retirement System was requested to so retire Collins. Collins, employed since 1915 as a Conductor on the Municipal Railway, was deprived of seventy-eight days' sick leave with pay by being retired for disability, and brought this action to compel the Manager of Utilities to allow these additional days of sick leave with pay. Collins' petition was sustained.

3. *Doyle v. Civil Service Commission*, originally filed December 28, 1938

Plaintiff claimed that because of her total service under temporary appointment which exceeded six months (which under our charter is the normal probationary period), she had actually completed her probationary appointment as required by the charter, and that she had thereby acquired permanent tenure in the position. A decision on a similar set of facts had been rendered in favor of the Commission previously. In this case defendant filed a supplemental complaint on which again the Civil Service Commission was given judgment with costs.

4. *Desmond et al. v. Police Commission*, filed July 7, 1941

This case is reported here only for the reason that the persons involved were former civil service employees. The plaintiffs, members of the uniformed force of the Police Department, were

found guilty of charges growing out of an alleged beating of two college students. Two of the plaintiffs were dismissed and two were suspended by the Police Commission, and this action was brought to annul the decision of the Police Commission. The petition of the plaintiffs was denied, the court holding that the Police Commission did not exceed its powers in penalizing its officers as mentioned above.

5. *Germano et al. v. Civil Service Commission*, filed July 1, 1942

The plaintiffs were truck drivers and laborers employed by the Department of Public Works in the Bureau of Street Cleaning. The salary ordinance of 1941-42 provided for the payment of overtime to per diem employees who worked Saturday, Sunday and holidays. An amendment to the ordinance was passed which purported to remove the employees of the Bureau of Street Cleaning from the overtime provisions of the ordinance on the grounds that employees in this bureau by virtue of the very nature of their duties, are normally required to clean the streets when there is a minimum amount of traffic thereon. This action was dismissed without prejudice.

6. *Gilheany v. Wolff et al.*, filed June 16, 1942

This case involved the physical requirements established by the Civil Service Commission for participants in the examination for Fireman, Fire Department. Plaintiff was rejected, the medical examiners finding that Gilheany did not have two opposing molars in functional occlusion. Judgment was for defendant, the court holding that the Commission in rejecting Gilheany did not act in any arbitrary or capricious manner whatsoever.

7. *Lorenzetti et al. v. City and County of San Francisco*, filed August 5, 1942

The facts here were similar to those discussed above in *Germano et al. v. Civil Service Commission*. These plaintiffs were employees of the Bureau of Street Cleaning, Department of Public Works. These plaintiffs contended that the ordinance denying them the benefits of overtime was unconstitutional in that it deprived them of property without due process of law. In this case the matter was adjudicated on demurrer; the court giving judgment for defendant and holding that the streets must be cleaned and have always been cleaned around the clock; that the city might properly determine not to pay employees in the Bureau of Street Cleaning overtime.

8. *McCarthy v. Wolff et al.*, filed May 29, 1942

This case involved the same basic principle discussed in *Gilheany v. Wolff et al.*, above set forth, the facts differing only to the extent that here the medical examiners found that McCarthy did not come within this requirement, "there must be at least two molars to each jaw on each side and these teeth in good apposition for proper mastication;" this requirement having been endorsed by the International Association of Fire Chiefs and the International Association of Police Chiefs. Plaintiff's petition for writ of mandate was discharged and costs allowed to defendants.

9. *Quinn v. Civil Service Commission*, filed January 9, 1941

This case involves some of the fundamental procedures of the Civil Service Commission. One Prendegast was blanketed in as a boiler cleaner when the city acquired the Spring Valley Water Company. Later, in 1937, the class of boiler cleaner was consolidated with that of fireman, stationary steam engines. Later, in 1939, the position was reallocated to that of laborer. Prendegast to retain his status rights in the class of fireman, stationary steam engines, with the right to be transferred to a vacancy in the latter class. Such a vacancy arose. Prendegast was transferred to it and Quinn, an eligible on the list of fireman, stationary steam engines, brought suit to vacate the transfer and to compel the Commission to appoint him to the vacancy. No adjudication was rendered on these facts, the case being dismissed in 1944.

10. *Shannon v. McKinley*, filed July 3, 1941

The Commission announced a promotional examination for the position of Special Instructor in the Municipal Railway and determined the lower ranks from which the promotion might be made to be Conductor, Motorman and Inspector. A group of Inspectors sought by this action to limit the examination to Inspectors and to prevent Motormen and Conductors from participating in the examination, contending that the Commission had no power to specify more than one rank from which the promotion might be made. Judgment was for the petitioners. On appeal the judgment was reversed, the appellate court ruling that the Commission did not abuse its discretion in including Motormen and Conductors within the next lower ranks eligible to participate in the examination.

11. *Shea v. Wolff et al.*, filed June 16, 1942

This case involved much the same set of facts as are reported above under the Gilheany case; it has been dismissed.

12. *Shewbridge v. Police Commission*, filed September 16, 1942

Shewbridge, a policeman, was dismissed by the Police Commission as a disciplinary measure. The trial court granted his petition and ordered the Police Commission to reinstate him. The appellate court upheld the Police Commission's authority over its employees and reversed the judgment of the trial court.

13. *Slavich v. Wolff, et al.*, filed December 10, 1941

Plaintiff participated in an examination for Cashier, Municipal Court. The Civil Service Commission learned, shortly after the conclusion of the examination, that plaintiff had obtained more than half of the questions from an operator of a coaching school. The questions were obtained legitimately, they having been used in a previous examination. The Commission thereupon cancelled the examination on the ground that plaintiff had information not possessed by the other applicants and that therefore the examination was not truly competitive. Plaintiff brought this action to compel the Commission to proceed with the examination and rate the papers. Judgment was rendered for defendants and plaintiff took preliminary steps toward an appeal. Inasmuch as plaintiff has since been appointed to the highest position in his department, this case may be regarded as closed.

14. *Snell v. Civil Service Commission*, filed April 16, 1943

Plaintiff was ordered by the Commission to elect between her clerical position with the city and her evening position with the Unified School District as a teacher, on the ground that the holding of two positions was contrary to the policy and rules of the Commission. Snell filed this action to have the court define her rights in this regard. In the meantime the Commission took cognizance of the critical conditions in this area caused by the labor shortage and modified its policy to the extent that employees may now apply for permission to accept part-time employment in addition to their employment with the city and county; such permission is rarely withheld. This case has been dismissed.

Cases in Progress on June 30, 1944

1. *Allin v. Civil Service Commission*, filed July 5, 1939

Plaintiff, a Hydraulic Engineer, was laid off for lack of work in his particular division of the Public Utilities Commission. He contended that not he, but another Engineer, his junior in the division, should have been laid off. The Commission does not recognize divisions of a department,

but regards seniority in relation to the department as one entity; this position being founded on charter provisions. Plaintiff was the junior man in his class in the department. Plaintiff has not brought this suit to trial.

2. *Burke v. Wolff, et al.*, filed August 8, 1942

Plaintiff, having passed the written and athletic tests in an examination for Fireman, Fire Department, was rejected by the medical examiners for failure to meet the weight requirements. In a companion case, the physical standards adopted by the Commission were upheld, and being guided thereby the court rendered judgment against plaintiff. Plaintiff moved to set aside the judgment on the ground that the facts in the companion case involved teeth, and that he was entitled to show that the standards with respect to weight were arbitrary. The court granted his motion and the cause has been submitted on briefs.

3. *Callahan et al. v. City and County of San Francisco, et al.*, filed June 21, 1943

Plaintiffs, members of the Fire Department, contend that the provisions of a charter amendment granting increases in pay, became effective earlier than July 1, 1943, the date persons charged with the duty to make effective the increases, have determined the effective date of the increases. Inasmuch as approximately half a million dollars is involved, the language of the amendment is quoted: "This amendment shall become effective when the joint legislative resolution approving such amendment is filed with the secretary of state, and the increased salaries provided for herein shall be payable only when the proper appropriation has been made to meet said salaries but not later than July 1, 1943." Plaintiffs, contending that funds were available prior to July 1, 1943, were successful in the trial court. The case is now before the Appellate Court on appeal.

4. *Hoertkorn et al. v. Sullivan, et al.*, filed January 25, 1944

Plaintiffs were dismissed by the Police Commission from their positions as captains, lieutenants and policemen. They petitioned to the Police Commission that they be reinstated; this petition was denied on the ground that the Police Commission had no jurisdiction to hear the petition or its merits. Plaintiffs brought this action for a writ of mandate to compel the Police Commission to reinstate them in their former positions. The writ was denied and plaintiffs have appealed.

5. *Lavin v. Wolff, et al.*, filed June 18, 1942

This case involves much the same set of facts as dealt with in the Gilheany case reported above. The case has not been brought to trial, and in view of the decision in the Gilheany case, will probably be dismissed.

6. *Murray et al. v. City and County of San Francisco*, filed June 21, 1943

The issue in this case is similar to that reported above in the Callahan case, the plaintiffs here being members of the Police Department and the language of the amendments granting the increases differing slightly. The plaintiffs were successful in the trial court, and this and the Callahan case have been consolidated on appeal.

7. *Ryan v. Board of Police Commissioners*, filed July 20, 1943

This case involved the interpretation of Section 153 of the charter which provides for the granting of military leaves to persons serving in the Merchant Marine, and interpretation of the civil service rules adopted to implement the provisions of Section 153. The Civil Service Commission passed a rule granting leaves of absence to employees for service in the Merchant Marine at sea. Ryan insisted that he was entitled to a leave of absence to go to school to prepare himself for

service in the Merchant Marine at sea. The Chief of Police declined to approve his request for military leave for this purpose. Ryan, nevertheless, entered upon his training course and the Police Department dismissed him from the service on the grounds that he was absent without leave. Ryan brought this petition to compel the Police Commission to restore him to his position as a Police Officer and to grant him the military leave he originally requested. While a formal judgment has not, as yet, been rendered and consequently no appeal therefrom can be taken, the court has handed down a memorandum opinion indicating that he will give judgment for Ryan, finding that when he entered the service of the Merchant Marine, he came under the jurisdiction of the Federal Civil Service Commission; that it was a distinguishing fact that the Army Transport Service determined that with a short refresher course Ryan could qualify for a special rating in the Merchant Marine.

8. *Slavich v. Civil Service Commission*, filed March 28, 1941

Slavich sought to compel the Commission to allow him to compete in a promotional examination for Jury Commissioner. His application had been rejected by the Commission on the grounds that he did not occupy a position in one of the lower ranks designated in the examination announcement as eligible to compete. Defendants were given judgment, and Slavich filed notice of appeal, but has not prosecuted same. This case will probably be dismissed for the reason that Slavich is now occupying the highest position in his department, that of Clerk of the Municipal Court.

9. *Viner v. Civil Service Commission*, filed July 19, 1939

Viner, a Foreman Janitor, ranked number 3 in a promotional examination for Head Janitor. In this action he contended that he was entitled to be advanced to the position of Head Janitor without examination, in the same manner in which he was advanced to the position of Foreman Janitor, the latter having been possible prior to 1932 when the Commission adopted rules providing for promotional examinations. Rush, the number 1 eligible and the appointee to the vacancy of Head Janitor, intervened. The Appellate Court sustained the trial court on its finding that Viner was not entitled to the position without examination, but reversed the trial court on the exclusion of evidence purporting to show that the number 1 eligible was not entitled to participate in the examination, and remanded the case for a new trial. At the time of the new trial, defendants and intervenor moved to dismiss the case on the ground that it had become moot by reason of the expiration of the list. The motion was denied, and a writ of mandate was sought in the District Court of Appeal to compel the Superior Court to dismiss the case. The writ was denied by the Appellate Court. The new trial has not been held.

City Attorney's Opinions July 1, 1943 to June 30, 1944

During the fiscal year 1943-44 twenty-four opinions were received from the City Attorney relating to matters affecting the operations of the Civil Service Commission. A synopsis of those of general interest is reported here.

June 28, 1943

This opinion dealt with the refusal of the appointing officer to accept an employee regularly certified to him from a civil service list of eligibles, on the grounds that the person was, in the opinion of the appointing officer, too old to perform the duties included in his classification. The City Attorney ruled that the appointing officer must accept persons duly certified to him, and appoint them to the positions involved; he may however exercise his right of termination during the probationary period.

July 7, 1943

The Salary Standardization Ordinance for the fiscal year 1943-44 provided for a normal work week of five and one-half days, but allowed departments to work a five-day week if such had been the practice, in which case the employees thereof would receive ten per cent less than the compensation fixed for a normal week.

A department, stating that its employees worked a five and one-half day week, requested permission to work the same number of hours within five days by extending the number of hours worked per day, the object being to avoid the ten per cent reduction. It was ruled that the Board of Supervisors provided for distinct work weeks of five, five and one-half and six days, and that such number of days must be worked if the employee is to receive the compensation fixed therefor; that if the department requests were granted, it would be possible to work five and one-half days in three days merely by extending the number of hours worked in such days.

July 8, 1943

Here, the question involved was the effect of the 1943-44 Salary Standardization Ordinance on the salaries of temporary employees who were certified prior to July 1, 1943, and continued over into the new fiscal year; the specific point being, whether their salaries should be reduced in conformity with the new and lowered entrance rates provided by the ordinance. The opinion held that one who has been regularly appointed to a position is its "occupant" and that such occupant is protected in the salary attached to the particular position for the period of his certification. A new certification means a new position, and appointments under new certifications can only be made in accordance with the current Salary Standardization Ordinance.

July 23, 1943

The position of Referee of the Juvenile Court, its creation and the salary attached thereto was involved here. The Referee sought to be paid the salary provided by state law which was in excess of that provided by the salary ordinance. She also asked for a vacation in excess of that allowed city employees. It was held that the Referee is an official of the Juvenile Court, a part of the judicial system of the state and is not an employee of the City and County of San Francisco, therefore not subject to local salary regulations and is responsible only to the court for her vacation.

August 4, 1943

The 1943-1944 Salary Ordinance excluded "department heads and other administrative and executive personnel" from the provisions of the section granting overtime to monthly employees; the specific point being whether or not inspectors of the Municipal Railway are administrative employees since they exercise discretion in routing and re-routing cars during emergencies. It was ruled that the term "other administrative and executive personnel" applies to those employees or officials who are performing duties similar to those performed by heads of departments.

August 13, 1943

Here again the question to be determined involved the superiority of the state law over the charter. It was held that the Code of Civil Procedure grants to the judges of the Superior Court the right to appoint Jury Commissioners and Secretaries thereto; that these appointees are not county officers and that therefore their salaries cannot be controlled by the Board of Supervisors.

August 18, 1943

This situation involved the request of an employee, who had been injured while on military leave, that he be granted two weeks' vacation and sick leave with pay while on said sick leave.

In a previous opinion it was held that upon an employee's return to duty, he would be entitled to be granted his vacation to the same extent as if he had been on military leave. An analysis of the sick leave rule disclosed that sick leave was intended to be allowed employees during the period of their actual occupancy of their positions. When an employee is absent from his position on a "military leave" he cannot then be said to be "occupying his position."

August 23, 1943

The federal government provided funds to be administered by the states for the establishment of Child Care Centers. One of the conditions of the grant required the employees of such centers to be free from local control. The state provided for the issuance of a certification to employees who sought employment in these centers. It was ruled that inasmuch as they were certificated they fell within the exclusion provisions of the charter which exempts positions to be filled by a teaching or other certificate from the civil service provisions of the charter. It was also held that such employees are ineligible for membership in the retirement system.

November 3, 1943

Here the question was "may the Civil Service Commission adopt a formula to allow equal time off for time worked by employees ineligible for overtime payment?" Administrative and executive personnel were excluded from the provisions of the 1943-1944 Salary Ordinance granting overtime for monthly employees. It was pointed out however that this exclusion worked a hardship on many of these executive employees inasmuch as they are sometimes required to work additional hours supervising emergency repairs or emergency work. In the opinion reference was made to prior ordinances which, in the absence of any provision for overtime pay for monthly employees, did provide for time off for overtime worked. It was held that there is no provision in the charter which prohibits the allowance of time off to compensate for overtime to such administrative employees, and therefore the Commission has authority to adopt a rule which would provide for the allowance of time off to compensate for overtime work for such employees.

December 1, 1943

An amendment to Section 151 of the charter provided that the Civil Service Commission shall submit schedules of compensation not later than January 15, 1944, and every five years thereafter, and more often if in the judgment of the Civil Service Commission or the Board of Supervisors economic conditions have changed to the extent that revision of existing schedules may be warranted.

The ruling here held that the Salary Standardization submitted by the Civil Service Commission in February of 1943 complied with the directions pertaining to the submission of such schedules not later than January 15, 1944, and that the new and revised schedules prepared in December of 1943, having been prepared on the basis of a change in economic conditions found by the Commission, need not be governed by the January 15th deadline, but need merely to be presented to the Board of Supervisors not later than April 1, 1944.

December 15, 1943

Employees entering the armed forces are allowed thirty days' pay provided they have had one year's service prior to entering the armed forces. An application for such pay was made by a fireman, in whose previous year of service there was a gap of twenty-four days; the interval representing the time dating from his resignation as a motorman to his employment as a fireman, and the question here was whether such interval operated to deprive the employee of the thirty days' pay.

The opinion held that this pay is in the nature of a pension law and therefore should receive a liberal construction; that it makes little difference whether the year's service provided in the

rules is rendered in one department or in more than one department, provided that is a reasonable continuity in the service.

January 21, 1944

The Board of Education required its non-certificated employees to work on Armistice Day, November 11, 1943. Inasmuch as this day had in the past been treated as a holiday, the Civil Service Commission sought to have the Board of Education pay overtime to the employees who were required to work on this day.

It was ruled that while the thought behind standardization of compensation is that there shall be an equalization of rates of pay and consequently employees required by their department to work on a day other departments treat as a holiday might merit additional compensation for working on such holiday, nevertheless, Section 151 of the charter in dealing with Salary Standardization, does not mention holidays; and even if it did, it could not affect holidays of the school district. The moment when any provision of the charter interferes with the conduct and operation of the school system, such provision with respect to school affairs is entirely without effect. Employees who worked for the Board of Education on Armistice Day, 1943, are not entitled to overtime for their work on such day.

February 16, 1944

This opinion interpreted that part of the 1943-1944 Salary Standardization Ordinance which provided for an increase in salary for employees who entered the service before July 31, 1942. It was generally considered that salary increments could be given only to permanent employees who had been in the service one year prior to the effective date of the ordinance, July 1, 1943; and that temporary employees, inasmuch as they were employed on independent certifications of not more than five months each, could not be given a salary increase even though such certifications may be renewed for more than one year.

In fact, an earlier opinion reported herein as of July 8, 1943, held that each certification means a new position. It was held however that a temporary employee is entitled to an increment increase as well as permanent employees, provided that he entered the service before July 31, 1942. On the point as to whether an employee whose particular job ended and was thereupon laid off, and after an interval of time, was re-employed in another department, the opinion held that such employee who has rendered rather continuous service is entitled to a salary increment provided he entered the service prior to July 31, 1942.

February 16, 1944

This opinion dealt with the problem of keeping the District Attorney's Bond and Warrant Office open twenty-four hours a day; the only function being performed after six o'clock p. m. being the ministerial one of collecting bail bond fees. In the past, this evening function had been performed by an employee of the office of the District Attorney, in whose department the function has been rightfully placed. However, in the interest of economy it was sought to assign Police Inspectors to perform these duties and the question arose as to the legality of such assignments. It was held that inasmuch as there was no additional compensation involved, the cooperation of the two departments in covering this function by assigning Police Inspectors is lawful.

March 8, 1944

A member of the Fire Department accepted a limited tenure appointment as an Engineer of Fire Boats, and the question arose as to whether or not this new employment would break his continuity of service as a Fireman.

It was held that while employment as an Engineer would interrupt his pension rights, it would not interrupt his continuity of service as a member of the Fire Department.

March 10, 1944

This opinion dealt with the extent to which salary standardization might affect the salaries of employees, particularly with reference to the lowering of the salaries these persons received prior to salary standardization. It was held that the salaries the persons received prior to the date of standardization must be continued to be paid, but that in the event that the first standardization increased the salary of an employee, thereafter a subsequent standardization may reduce his salary but not below what he had received prior to the first standardization.

March 20, 1944

The setting up of an independent merit system within the Board of Education was proposed and the non-certificated employees in the department raised the question as to whether they could continue their membership in the retirement system and the health service system should they be brought within the proposed independent merit system.

The opinion held that the rights of the employees to their membership in the retirement system and the health service system was not dependent upon their being employed by any specific merit system.

March 29, 1944

It was contended here that the Superintendent of Schools held his position illegally since he was not elected by the people as required by the Constitution, but was in fact appointed by the Board of Education. The opinion found that it was true that Article IX of the Constitution of California does provide generally that a Superintendent of Schools for each county should be elected, but it was further found that the provisions of Article XI of the Constitution authorize the municipality by means of its charter to deal exclusively with municipal matters. Reference was also made to the Education Code which identifies the Superintendent of Schools as a county officer. As a county officer he must of necessity be paid from county funds rather than school district funds.

Therefore, the charter is well within the powers granted the city and county by Article XI when it provides that the Superintendent of Schools shall be appointed by the Board of Education for a term of four years.

April 13, 1944

The rules of the Civil Service Commission and an ordinance of the Board of Supervisors provide for the payment of thirty days' pay to regular employees entering the military service. The question here concerned the possible right of a limited tenure appointee to a permanent vacancy, who has been inducted into the military service, to the thirty days' pay granted to regular employees. It was held that the whole purport of Section 153 of the charter is to protect the rights of civil service employees and eligibles to their positions or their places on the eligibles lists, after the cessation of hostilities. By the express provision of Section 145.1 of the charter, on limited tenure appointments, such appointees serve only during the war and their appointments are to cease and terminate when regular lists of eligibles are again established, and in all events, at the expiration of six months after the cessation of hostilities. Thus it was obvious that a limited tenure appointee by the very limitation of his appointment cannot obtain a military leave. Being ineligible to a military leave he is ineligible to receive the thirty days' pay herein referred to.

May 12, 1944

The Board of Education saw fit to grant a holiday to its employees on Good Friday, April 7, 1944, although every other department of the city government worked on this day except for the "three hour" observance. If it should be determined that the Board of Education did not have authority to declare such a holiday, then the question arose as to whether the employees concerned should lose a day's pay.

It was held that in view of the fact that the failure to work on Good Friday was involuntary on the part of these non-certificated employees of the school district, they should not suffer any salary deduction. There is no specific provision of either the charter or the ordinance which provides that when the Board of Education rightly or wrongly declares a special holiday, that the non-certificated employees of the school district shall suffer a deduction in their monthly salaries. The law with regard to the relationship between master and servants is applicable; this relationship is founded upon contract and when a servant is hired on a monthly basis at a stipulated salary, he is entitled to be paid on a monthly basis irrespective of the whims and caprices of his employer.

June 2, 1944

This opinion dealt with conflicting sections of the charter, one of which, Section 173, appeared to invest in the Registrar of Voters powers which set him up as an independent appointing officer. The particular language read: "the regular and temporary forces under the Registrar shall be appointed by him subject to the Civil Service provisions of this Charter." However, elsewhere in the charter, in Section 61, the Registrar of Voters is named as a subordinate officer in the Department of Finance and Records, the director of which being responsible in turn to the Chief Administrative Officer.

It was held that the office of the Registrar of Voters is a subdivision of the Department of Finance and Records; and that the Director of Finance and Records is the "appointing officer" with regard to the office of the Registrar of Voters, but that the management and control of all matters pertaining to elections is exclusively in the Registrar.

Amendments to Rules July 1, 1943 to June 30, 1944

One of the notable marks of progress made during the past fiscal year was the publication by the Commission of its rules in the form of a handy booklet. The last such publication was in 1933, and, since the rules were amended quite frequently during the ensuing years, the new publication was received with wide approbation.

Rule 1—Classification, amended December 1, 1943 by deleting the former text and substituting eight new sections.

Rule 15½—Regular Positions, abolished September 29, 1943.

Rule 16—Inferior Positions, amended September 29, 1943.

Rule 19—Requisitions, amended September 29, 1943 by abolishing section 2.

Rule 22—Withdrawal of Waiver, amended June 21, 1944 by adding a new paragraph.

Rule 24—Appointments, amended September 29, 1943 by amending section 8.

Rule 25—Reduction in Force, amended March 22, 1944, by amending section 2.

Rule 30—Annual Vacation, amended October 13, 1943, by amending section 8.

Rule 30A—Time Off to Compensate for Overtime Worked, amended November 17, 1943 by being completely revised and divided into 7 sections.

Rule 30B—Overtime for Monthly Employees, adopted July 14, 1943; amended September 1, 1943 by being completely revised.

Rule 34—Transfers, amended September 29, 1943, by amending section 1.

Rule 35—Salary Increase. The text of rule was abolished on September 29, 1943, on which date a new text was adopted.

Rule 36—Holding of More Than One Salaried Position, amended July 14, 1943.

Rule 41—Regular and Special Meetings, section 1 amended April 12, 1944.

Rule 47—Limited Tenure Appointments, sections 4, 5, 8, and 9 amended July 14, 1943; sections 8c and 8d amended August 25, 1943.

SECTION IV

REPORT OF THE PERSONNEL DIVISION

July 1, 1943 to June 30, 1944

EXHIBIT No. 11

**TOTAL PERMANENT EMPLOYMENTS ESTABLISHED AS OF JUNE 30, 1944
INCLUDING ELECTIVE AND OTHER OFFICIALS BUT EXCLUSIVE OF
MEMBERS OF BOARDS AND COMMISSIONS**

Department	Total Number of Positions	Subject to Classifica- tion	Subject to Examina- tion	Subject to Salary Standardi- zation
Adult Probation	16	16	15	16
Art Commission	2	2	—	2
Assessor	83	82	80	82
California Palace Legion of Honor.....	25	25	19	25
Chief Administrative Officer	5	4	3	4
City Attorney	19	18	—	18
City Planning Commission.....	18	18	16	18
Civil Service Commission	28	28	27	28
Controller	101	100	98	100
Coordinating Council	2	2	1	2
Coroner	26	26	21	26
District Attorney	39	38	—	38
Education, Board of	785	785	740	785
Certificated Personnel	3,028*	—	—	—
Electricity	60	60	60	60
Finance and Records:				
County Clerk	52	52	52	52
Director	2	2	1	2
Public Administrator	13	13	9	13
Recorder	36	36	36	36
Registrar	19	19	19	19
Tax Collector	45	45	45	46
Fire	1,334	1,303	1,303	44
Health Service	15	14	14	14
Horticultural Inspection	12	12	12	12
Juvenile Court	82	82	80	81
Law Library	3	—	—	—
M. H. de Young Memorial Museum.....	45	45	40	45
Mayor	14	13	10	13
Civilian Defense Council	103	103	97	103
Municipal Court	87	72	72	71
Park	548	548	543	548
Permit Appeals	1	1	—	1
Police	1,406	1,298	1,298	60
Public Defender	6	5	—	5
Public Health	1,794	1,794	1,609	1,681
Public Library	134	128	102	129
Public Utilities	2,532	2,531	2,362**	2,531
Public Welfare	214	214	207	214
Public Works	1,139	1,138	1,137	1,138
Purchasing	152	152	151	152
Real Estate	24	24	23	24
Recreation	207	207	182	207
Retirement System	17	17	15	17
Sealer of Weights and Measures.....	7	7	7	7
Sheriff	123	122	117	122
Superior Court	41	19	—	19
Supervisors, Board of	24	13	12	13
Treasurer	15	14	14	14
War Memorial	42	42	39	42
Totals	14,525	11,289	10,688	8,680

Total Number of Positions Exempt from Classification..... 3,236

Total Number of Positions in Classified Service Exempt from Examination..... 601

Total Number of Positions in Classified Service Exempt from Salary Standardization..... 2,609

*Information obtained from the Board of Education.

**Does not include 150 Bus Operators, Municipal Railway, filled by assignment.

EXHIBIT No. 12

INCREASE IN TOTAL NUMBER OF POSITIONS IN THE CITY AND
COUNTY SERVICE FOR THE PERIOD JULY 1, 1938,
TO AND INCLUDING JUNE 30, 1944
(1938-1939 Index 100=12,923 Positions)

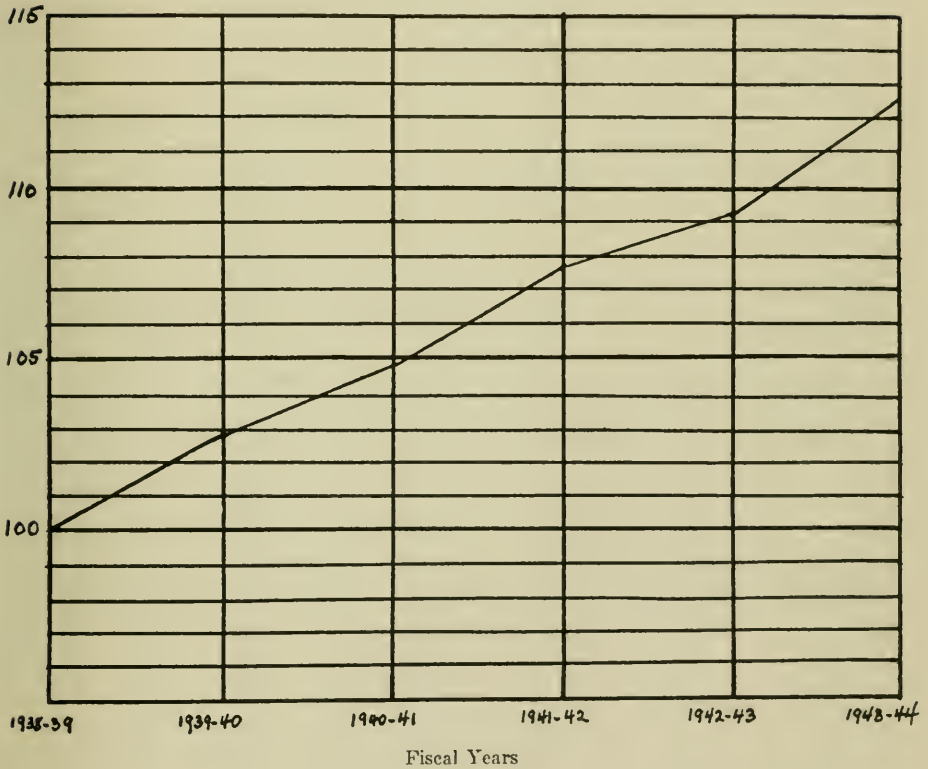


EXHIBIT No. 13

PERMANENT AND TEMPORARY CERTIFICATIONS FROM REGULAR CIVIL SERVICE
ELIGIBLE LISTS AND FROM LIMITED TENURE LISTS
ORAL AUTHORIZATIONS ISSUED PENDING FILLING OF REQUISITIONS
WRITTEN AUTHORIZATIONS ISSUED IN ABSENCE OF CIVIL SERVICE ELIGIBLES

Department	Perm. Cert. from Reg. Lists	Temp. Cert. from Reg. Lists	Perm. Cert. from L. T. Lists	Temp. Cert. from L. T. Lists	Emergency Auth. Oral	Emer. Auth. in Absence of Eligibles
Adult Probation	5	—	—	2	1	1
Art Commission	—	—	—	—	—	—
Assessor	18	19	7	99	126	9
California Palace	2	—	11	1	12	4
Chief Administrative Officer.....	—	—	—	—	—	—
City Attorney	Exempt	—	—	—	—	—
City Planning Commission	2	1	9	9	17	11
Civil Service Commission	15	4	2	31	—	12
Civilian War Council.....	9	1	46	30	123	14
Controller	18	10	12	58	71	35
Coordinating Council	—	—	—	—	—	—
Coroner	3	1	8	10	38	6
District Attorney	Exempt	—	—	—	—	—
Education	67	15	82	26	216	71
Electricity	4	4	3	1	14	5
Finance and Records						
County Clerk	11	3	2	4	12	3
Director	—	—	—	—	—	—
Public Administrator	1	1	—	1	1	—
Recorder	9	10	4	18	24	1
Registrar	1	40	1	204	403	50
Tax Collector	6	32	—	22	72	16
Fire	62	3	70	6	99	9
Health Service System	—	—	—	6	7	2
Horticultural Inspection	—	—	—	—	—	—
Juvenile Court	16	8	23	37	102	17
Law Library	Exempt	—	—	—	—	—
M. H. deYoung Museum.....	3	—	16	2	1	9
Mayor	4	2	1	2	13	2
Municipal Court	9	1	—	—	5	—
Park	20	16	93	82	770	238
Permit Appeals	—	—	—	—	1	1
Police	43	5	64	3	69	7
Public Defender	Exempt	—	—	—	—	—
Public Health	55	39	388	207	1669	880
Public Library	13	8	10	145	300	6
Public Utilities	400	65	765	335	451	200
Public Welfare	14	10	3	53	24	12
Public Works	175	16	54	101	215	133
Purchasing	12	3	18	16	27	9
Real Estate	1	—	4	20	8	49
Recreation	22	12	46	530	317	332
Retirement System	2	1	—	13	18	2
Sealer of Weights and Measures.....	—	—	—	—	—	—
Sheriff	8	10	16	35	137	11
Superior Court	Exempt	—	—	—	—	—
Supervisors	1	1	—	3	6	1
Treasurer	1	—	—	—	—	—
War Memorial	3	1	13	24	153	15
Totals	735	338	1770	2164	5522	2173

EXHIBIT No. 14

NUMBER OF CERTIFICATIONS
PERMANENT, TEMPORARY, AND LIMITED TENURE
FISCAL YEARS 1938-39 TO AND INCLUDING 1943-44

(1938-39 Index 100=3504 Certifications)

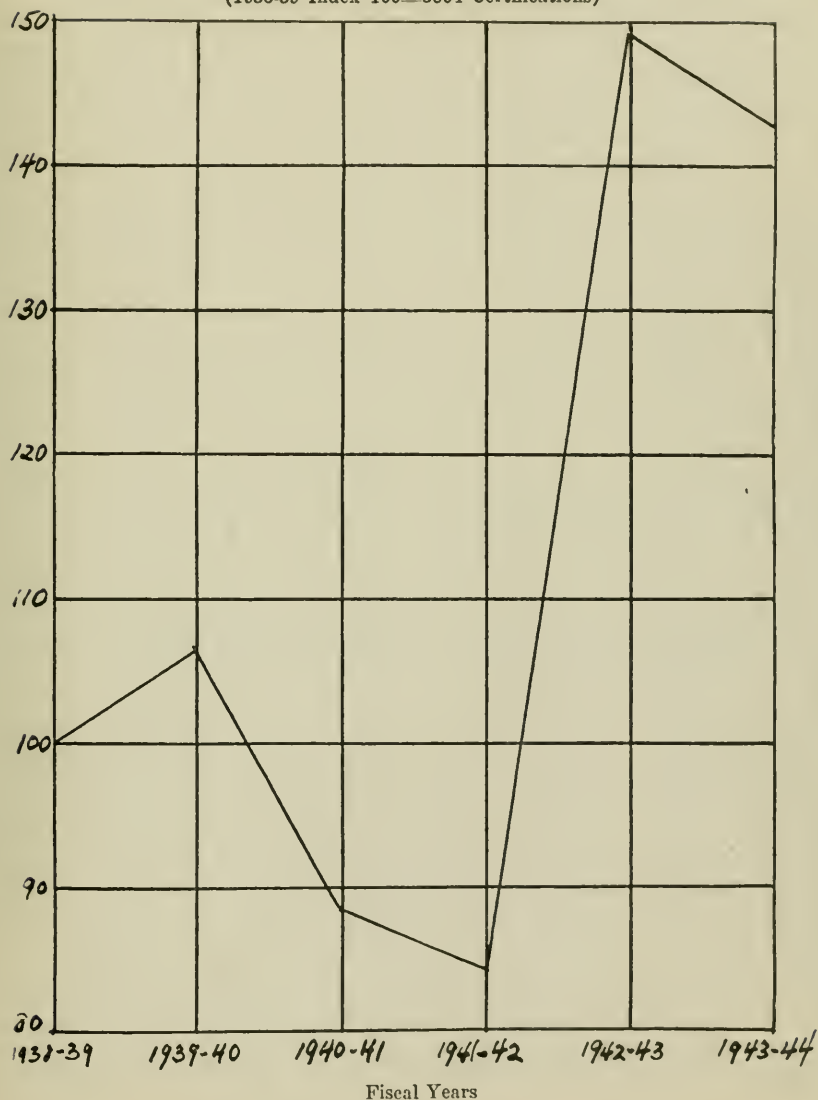


EXHIBIT No. 15

SEPARATION FROM PROBATIONARY AND PERMANENT CIVIL SERVICE APPOINTMENTS
AND LIMITED TENURE APPOINTMENTS TO PERMANENT POSITIONS

	Termination	Lay Off	Resignation	Relinquishment	Retirement	Dismissal	Death	Limited Tenure			Total
								Termination	Relinquishment	Removal	
Adult Probation	1	—	1	—	—	—	—	—	—	—	2
Art Commission	—	—	—	—	—	—	—	1	—	—	1
Assessor	—	—	1	—	—	—	1	—	1	2	5
City Attorney	—	—	2	—	—	—	—	—	—	—	2
City Planning Commission.....	—	—	1	1	—	—	—	—	1	—	3
Civil Service Commission.....	1	—	—	1	—	—	—	—	—	—	2
Controller	—	—	2	2	1	—	—	—	—	1	6
Coroner	—	—	3	—	—	—	—	1	3	—	7
deYoung Museum	—	—	1	2	—	—	2	—	1	—	6
District Attorney	—	—	1	—	—	—	—	—	—	—	1
Education (non-cert.)	1	—	18	16	6	—	1	9	19	2	72
Electricity	—	—	1	2	—	—	1	—	—	1	5
Finance and Records											
County Clerk	—	—	—	—	1	—	1	—	—	—	2
Director	—	—	—	—	—	—	1	—	—	—	1
Recorder	—	—	—	—	—	—	—	5	—	—	5
Registrar	—	—	1	—	1	—	—	2	1	—	5
Tax Collector	—	—	—	1	—	—	—	—	—	—	1
Fire Department	—	1	7	1	15	—	5	3	24	5	61
Health Service (Emp.).....	—	—	1	—	—	—	—	—	—	4	5
Juvenile Court	—	—	5	8	—	1	—	5	12	1	35
Legion of Honor	—	—	—	—	—	—	1	—	1	—	2
Mayor	—	1	1	—	1	—	—	—	1	—	4
Mayor—Civilian Defense	—	—	4	2	—	—	—	12	3	11	32
Municipal Court	—	1	1	2	—	—	—	—	—	—	4
Park Department	2	—	38	3	5	—	6	22	49	32	157
Police Department	1	—	17	1	8	—	4	4	37	2	74
Public Health	2	2	156	18	10	—	3	101	214	63	569
Public Library	1	—	8	—	—	—	1	—	1	1	12
Public Utilities	8	2	102	12	13	7	8	251	112	149	664
Public Welfare	—	—	14	2	—	—	1	1	1	—	19
Public Works	8	3	39	12	8	—	16	5	9	2	102
Purchasing	—	—	2	2	1	—	1	2	6	2	16
Real Estate	—	—	2	—	—	—	—	3	3	—	8
Recreation	—	—	10	3	1	—	4	5	11	2	36
Sheriff	—	—	2	—	1	—	1	3	4	—	11
Supervisors	—	—	1	—	—	—	1	1	—	—	3
War Memorial	—	—	2	2	—	—	2	1	1	2	10
	25	10	444	93	72	8	61	437	515	282	1950

EXHIBIT No. 16

PERCENTAGE OF SEPARATIONS FROM PROBATIONARY, PERMANENT CIVIL SERVICE AND LIMITED TENTURE POSITIONS AS COMPARED WITH THE TOTAL PERMANENT EMPLOYMENTS IN THE CITY AND COUNTY SERVICE EXCLUSIVE OF MEMBERS OF BOARDS AND COMMISSIONS AND CERTIFICATED PERSONNEL OF THE BOARD OF EDUCATION

July 1, 1938, to and including June 30, 1944

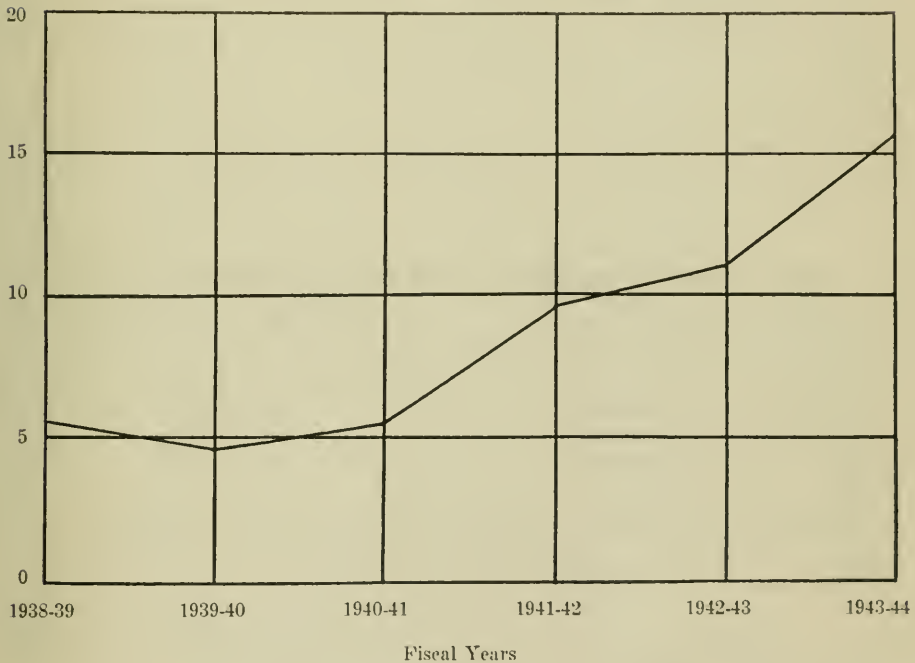


EXHIBIT No. 17

EMPLOYEES ENTERING MILITARY SERVICE FOR FISCAL YEAR 1943-1944 BY SERVICE

Street Railway	17
Hospital and Institutional Workers.....	1
Clerical	23
Engineering	3
Mechanical and Skilled Trades.....	1
Custodial	9
Medical, Nursing and Scientific.....	8
Fire	22
Welfare and Recreation	2*
Police	62
Labor	5
Miscellaneous	7
Total	156

*Deduct.

TOTAL NUMBER OF EMPLOYEES IN THE MILITARY SERVICE ON JUNE 30, 1944

Street Railway	224
Hospital and Institutional Workers.....	38
Clerical	170
Engineering	29
Mechanical and Skilled Trades.....	90
Custodial	85
Medical, Nursing and Scientific.....	104
Fire	163
Welfare and Recreation	39
Police	196
Labor	36
Miscellaneous	74
Total	1,253

Employees killed in action:

Fire	2
Public Utilities Commission	3
	<hr/>
	5
	<hr/>
	1,248

EXHIBIT No. 18

TERMINATION OF TEMPORARY APPOINTMENTS BY REASONS

July 1, 1943 to June 30, 1944

	Limited Tenure	Regular Eligible
Failure to report for duty or refused assignment.....	36	—
Illness or unsatisfactory physical condition or did not complete physical examination	50	3
Absence without leave	22	3
Unsatisfactory service	47	—
To take other positions or quit work or refused reassignment or illness in family or unsatisfactory housing	31	—
Total	186	6

EXHIBIT No. 19

**DISPOSITION OF TEMPORARY APPOINTEES WHOSE APPOINTMENTS
WERE TERMINATED**

July 1, 1943 to June 30, 1944

	Limited Tenure	Regular Eligible
Returned to eligible list.....	15	3
Returned to eligible list not to be certified until physician's certificate is pre- sented	44	3
Returned to eligible list not to be certified without permission of Civil Service Commission	—	—
Returned to eligible list to to be certified except at request of Appointing Officer	16	—
Returned to eligible list and placed under waiver for temporary employment....	2	—
Removed from eligible list.....	41	—
Removed from eligible list for failure to report for duty.....	19	—
Removed from eligible list for failure to accept assignment.....	5	—
Removed from eligible list due to lack of experience.....	2	—
Total	144	6

EXHIBIT No. 20

**DISPOSITION OF PROBATIONARY APPOINTEES WHOSE APPOINTMENTS
WERE TERMINATED**

July 1, 1943 to June 30, 1944

Returned to list for appointment to other departments.....	1
Returned to list without prejudice.....	1
Returned to list not to be certified until physician's certificate is presented.....	11
Returned to list not to be certified without permission of Civil Service Commission.....	—
Returned to list not to be certified except at request of Appointing Officer.....	3
Returned to list to be placed under waiver for permanent and temporary employment.....	2
Removed from eligible list.....	22
Removed from list and not allowed to take future examinations except with special consent of the Civil Service Commission.....	—
Total	40

EXHIBIT No. 21

DISMISSALS OF PERMANENT EMPLOYEES BY REASONS

July 1, 1943 to June 30, 1944

Absent without leave	4
Habitual use of intoxicants.....	1
Inattention to duties	5
Physically unfit	0
Insubordination	1
Total	11

DISPOSITION OF APPEALS FROM DISMISSAL

July 1, 1943 to June 30, 1944

Ordered returned to duty without prejudice.....	0
Resigned	0
Appeal denied, dismissal affirmed.....	3
Total	3

EXHIBIT No. 22

DUTIES INVESTIGATIONS MADE DURING FISCAL YEAR 1943-44

Department	Positions Reclassified	New Classes Established	Duties Statements, Class Numbers or Titles Amended	New Positions Classified	Classes Abolished	Requests for Reclassifications Denied	Investigations Made in Audit of Departments Where No Change Was Made by the Commission	Total
Agricultural Commission	—	1	—	1	—	—	—	2
Assessor	—	—	—	1	—	—	2	3
Chief Administrative Officer	—	—	—	—	—	—	1	1
City Planning	2	—	1	6	1	—	—	10
Civil Service	2	—	—	—	—	—	—	2
Civilian War Council	—	2	—	19	—	1	—	22
Controller	4	—	—	2	—	—	—	6
Coroner	—	—	—	1	—	—	—	1
District Attorney	1	—	—	4	—	1	—	6
Board of Education.....	—	—	—	—	—	1	1	2
Finance and Records (Recorder) ..	—	—	—	—	—	—	1	1
Fire Department	—	—	—	1	1	—	—	2
Juvenile Court	3	2	2	8	—	1	—	16
Mayor	—	—	—	2	—	—	—	2
M. H. deYoung Memorial Museum..	1	—	1	—	—	1	—	3
Municipal Court	—	—	—	—	—	—	1	1
Police Department	—	—	—	7	—	—	—	7
Public Health	9	1	2	37	—	—	—	49
Public Library	2	—	—	—	—	3	1	6
Public Utilities	4	—	1	13	—	5	2	22
Public Welfare	2	—	—	—	—	—	—	2
Public Works	2	—	—	26	1	2	—	31
Purchasing	4	—	—	—	—	—	—	4
Recreation	6	—	—	—	—	13	—	19
Sheriff	1	—	—	—	—	—	—	1
Superior Court	1	—	—	—	—	—	—	1
	44	6	7	128	3	28	9	225

EXHIBIT No. 23

**INVESTIGATIONS MADE TO DETERMINE TENURE OF POSITIONS FOR WHICH
TEMPORARY RECERTIFICATIONS REQUESTED**

July 1, 1943 to and including June 30, 1944

Department	Action by Civil Service Commission		Total
	Ordered filled by Permanent Appointment	Ordered filled by Temporary Appointment	
Adult Probation		2	2
Assessor		8	8
Civil Service Commission		6	6
Civilian War Council		2	2
Controller		18	18
Coroner		3	3
Education		74	74
Finance and Records:			
Recorder		10	10
Tax Collector		8	8
Fire		5	5
Health Service System		2	2
Juvenile Court		6	6
Public Health		21	21
Public Library		3	3
Park		2	2
Public Utilities	4	72	76
Public Welfare		22	22
Public Works		23	23
Purchasing		6	6
Recreation		4	4
Retirement		1	1
Sheriff		1	1
War Memorial		1	1
Totals	4	300	304



SECTION V

REPORT OF EXAMINING DIVISION

July 1, 1943 to June 30, 1944

EXHIBIT No. 24
EXAMINATIONS COMPLETED EACH FISCAL YEAR

July 1, 1931 to June 30, 1944

Fiscal Year	Number of Examinations Completed and Lists Adopted	Number of Applicants	Number of Participants	Number Qualified and Placed on Eligible Lists	Number Not Qualified
1931-32	153	10,800	7,790	3,235	4,555
1932-33	61	5,150	4,253	1,901	2,352
1933-34	37	13,481	10,179	2,187	7,992
1934-35	38	4,927	3,576	1,460	2,116
1935-36	45	15,820	10,555	3,481	7,074
1936-37	105	7,785	5,698	2,300	3,398
1937-38	109	15,835	10,927	4,422	6,505
1938-39	94	15,041	10,296	3,437	6,859
1939-40	65	6,088	4,122	1,196	2,926
1940-41	72	12,902	7,160	1,981	5,179
1941-42	101	22,545	14,856	4,982	9,874
1942-43—Regular	125	26,125	11,969	5,998	5,971
1942-43—Limited Tenure	30	1,330	1,330	1,121	209
1943-44—Regular	70	1,734	1,278	581	697
1943-44—Limited Tenure	69	1,944	1,944	1,411	533

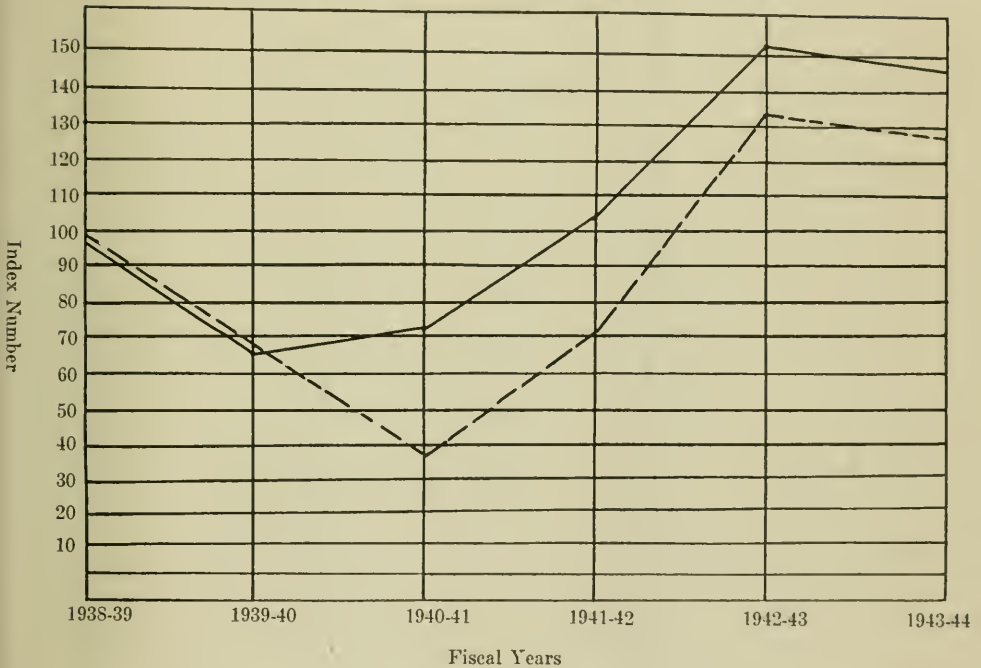
EXHIBIT No. 25
SUMMARY OF REGULAR EXAMINATIONS COMPLETED

July 1, 1943 to June 30, 1944

Type	Number	Applications filed	Applications rejected	Applications accepted	Number of participants	Number failed to respond	Number of ineligible	Number of eligibles
Entrance ...	4	569	4	565	250	315	40	210
Promotive ..	66	1,165	19	1,146	1,028	118	657	371
Totals	70	1,734	23	1,711	1,278	433	697	581
		1.3% of total applications filed		98.7% of total applications filed	74.6% of total applications accepted	25.3% of total applications accepted	40.2% of total applications filed 54.5% of participants	33.5% of total applications filed 45.4% of participants

EXHIBIT No. 26

NUMBER OF COMPLETED EXAMINATIONS FOR THE
FISCAL YEARS 1938 THROUGH AND INCLUDING 1943-44
USING THE FISCAL YEAR 1938-39 AS AN INDEX OF 100



Symbols

Number of Promotive Examinations 1938-39=51

Total Number of Examinations (including limited tenure
examinations) 1938-39=94

EXHIBIT No. 27
ENTRANCE EXAMINATIONS COMPLETED JULY 1, 1943 TO JUNE 30, 1944

ENTRANCE EXAMINATIONS COMMISSION															
CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Examination consisted of tests as follows:					Minimum qualifications established as follows:			Maximum age limit
							Knowledge of duties (written)	Intelligence and/or aptitude (written)	Oral test	Other tests	Experience	Education	Physical		
Coroner's Investigator	8	2	6	4	2	2	100	—	—	—	—	X	X	—	
Coroner (List No. 7)	461	—	461	195	31	164	—	—	—	X1	—	—	X	—	
Laborer (List No. 8)	94	—	94	48	7	41	—	—	—	X1	—	—	—	—	
Laborer (List No. 8)	6	2	4	3	—	3	100	—	—	—	—	X	X	—	
Nutritionist and Executive Secretary	569	4	565	250	40	210									
TOTALS															

¹Rank on eligible list in order of priority of filing of application.

PROMOTIVE EXAMINATIONS COMPLETED JULY 1, 1943 to JUNE 30, 1944

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of intelligibles	Number of eligibles	Knowledge of duties (written)	Examination consisted of tests as follows:				Ascertained merit and County service	Lower ranks permitted to participate
								Intelligence (written)	Intelligence (written and/or aptitude)	Other tests	Oral test		
Accountant, Controller's Office.....	10	—	10	10	4	6	90	%	%	%	%	10	Senior Bookkeeper; Head Clerk, Controller's Office
Assistant Chief Engineer, Fire Department.....	13	—	13	10	4	6	75	—	—	—	—	25	Battalion Chief, Fire Department
Assistant City Engineer.....	20	—	20	17	13	4	90	—	—	—	—	10	Chief C. E. Designer; Office Engineer; Chief Street Imp. Inv.; Chief Surveyor; Chief C. E. Inspector, Major Projects; Chief C. E. Inspector, Minor Projects; Structural Engineer; C. E. Designer; Sanitary Engt. Designer; Structural Engt. Designer; Hydraulic Engt. Designer; Traffic Engineer; Engineer of Grades; Engineer of Assessments and Complaints; Supt. Bureau of Sewer Repair; Gen. Supt. of Streets
Assistant Head Gallery Attendant, M. H. deYoung Memorial Museum	3	—	3	2	—	2	90	—	—	—	—	10	Gallery Attendant; Check Room Attendant
Assistant Superintendent, Bureau of Sewer Repair	5	—	5	4	2	2	90	—	—	—	—	10	General Foreman, Sewer Connections and Repairs; General Foreman of Street Repair
Assistant Superintendent, Park Department.....	3	—	3	3	—	3	90	—	—	—	—	10	Supervisor of Maintenance; Supervisor of Maintenance, Small Parks and Squares; Supervisor of Arboretum and Botanical Research; Chief Nurseryman; Chief Gardener, Conservatory, Park Department; Director of Engineering and Landscape Design, Park Department
Assistant to Superintendent, Laguna Honda Home	4	—	4	4	3	1	90	—	—	—	—	10	Senior Bookkeeper; Senior Clerk; Head Clerk; Statistician; Senior Clerk Stenographer
Battalion Chief, Fire Department.....	45	—	45	41	21	20	75	—	—	—	—	25	Captain, Fire Department; Supervising Inspector, Bureau of Fire Investigation
Chief Clerk (Controller).....	9	—	9	7	3	4	90	—	—	—	—	10	Assistant Supervisor of Disbursements; Accountant; Head Clerk

EXHIBIT No. 28 (Continued)
PROMOTIVE EXAMINATIONS COMPLETED JULY 1, 1943 TO JUNE 30, 1944

CLASS TITLE	Examination consisted of tests as follows:										Lower ranks permitted to participate		
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligibles	Number of eligibles	Knowledge of duties (written)	Intelligence and/or aptitude (written)	Other tests			Oral test	Ascertained merit and County service
									%	%			
Chief Engineer of Stationary Steam Engines, Public Utilities Commission	3	—	3	3	1	2	90	—	—	—	—	10	Engineer of Stationary Steam Engines
Chief Food and Sanitary Inspector	2	—	2	2	—	2	90	—	—	—	—	10	Chief Food Inspector; Chief Industrial Inspector; Chief Housing Inspector; Chief Market Inspector
Chief Installer, M. H. deYoung Memorial Museum	2	—	2	2	—	2	90	—	—	—	—	10	Assistant Head Gallery Attendant; Head Gallery Attendant; Senior Museum Technician; Museum Technician
Civil Law Clerk, County Clerk's Office	19	—	19	19	16	3	90	—	—	—	—	10	General Clerk; General Clerk-Stenographer; General Clerk-Typist (Finance and Records)
Civil Service Examiner	3	—	3	3	1	2	90	—	—	—	—	10	Senior Personnel Assistant; Head Clerk
Claims Adjuster	5	—	5	5	2	1	90	—	—	—	—	10	Claims Investigator; Day, Dispatcher; Supervisor of Schedules; Division Sup.; Municipal Railway; Instructor, Municipal Railway
Consumer's Complaint Investigator	6	—	6	5	—	5	90	—	—	—	—	10	Senior Clerk; Senior Bookkeeping Machine Operator; Light and Water Complaint Investigator; Special Complaint Investigator; Water Service Inspector
Court Room Clerk, Superior Court	30	—	30	22	16	6	90	—	—	—	—	10	General Clerk; General Clerk-Stenographer; General Clerk-Typist; Civil Law Clerk; Criminal Law Clerk
Crew Chief, San Francisco Airport	3	—	3	3	—	3	90	—	—	—	—	10	Airport Attendant
Detention Hospital Bailiff	13	2	11	8	4	4	90	—	—	—	—	10	Bailiff; Writ Server; Head Keeper; Jailor; Keeper
District Director of Street Cleaning	40	—	40	35	26	9	90	—	—	—	—	10	Labor Sub-Foreman; Labor Foreman; Inspector of Public Works Construction; Civil Engineering Inspector; Surveyor's Field Asst.; Chauffeur
Director-at Large, Recreation Department	5	—	5	4	2	2	90	—	—	—	—	10	Playground Director (full-time)
Dryer Man	8	—	8	8	5	3	90	—	—	—	—	10	Asphalt Worker; Asphalt Finisher; Sub-Foreman Asphalt Finisher
Foreman Glazier	4	—	4	3	1	2	90	—	—	—	—	10	Sub-Foreman Glazier; Glazier

PROMOTIVE EXAMINATIONS COMPLETED JULY 1, 1943 TO JUNE 30, 1944

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligible	Number of eligibles	Examination consisted of tests as follows:						Ascertained merit and County service	Lower ranks permitted to participate
							Knowledge of (written)	Intelligence and/or aptitude (written)	Other tests	Oral test	%	%		
Foreman Gardener, Board of Education.....	5	—	5	4	4	—	90	—	—	—	10	—	Gardener	
Foreman Instrument Maker	5	—	5	4	—	4	90	—	—	—	10	—	Instrument Maker; Machinist	
Foreman, Recreational Activities, Park Department	4	—	4	2	—	2	90	—	—	—	10	—	General Clerk; General Clerk-Stenographer; General Clerk-Typist; Rides Attendant; Counter Attendant	
Head Gardener	15	1	14	13	7	6	90	—	—	—	10	—	Head Gardener	
Foreman Gardener, Park Department.....	26	—	26	23	17	6	90	—	—	—	10	—	Bricklayer; Hod Carrier; Cribber; Sewer Cleaner	
General Foreman, Sewer Connections and Repairs	19	—	19	16	11	5	90	—	—	—	10	—	Working Foreman Janitor; Stockman	
General Storekeeper, Board of Education.....	10	—	10	10	1	9	90	—	—	—	10	—	General Clerk; General Clerk-Stenographer; General Clerk-Typist; Tabulating Machine Operator; Storekeeper; Supervisor, Equipment and Supplies	
Head Clerk, Controller's Office.....	26	—	26	22	14	8	90	—	—	—	10	—	Bookkeeper; Senior Bookkeeper; General Clerk; Senior Clerk; Tax Redemption Clerk; Senior Bookkeeping Machine Operator; Senior Addressing Machine Operator; General Clerk-Stenographer; General Clerk-Typist	
Head Clerk, Mayor's Office.....	11	—	11	7	5	2	90	—	—	—	10	—	Senior Clerk; Tax Redemption Clerk; Senior Clerk-Stenographer; Confidential Secretary to Chief Administrative Officer; Asst. to Director, M. H. DeYoung Memorial Museum; Asst. to Director, Calif. Palace of the Legion of Honor; Senior Clerk-Typist in any of the city departments	
Head Clerk, Public Administrator's Office.....	7	—	7	4	2	2	90	—	—	—	10	—	Senior Bookkeeper; Court Room Clerk; Criminal Law Clerk; Civil Law Clerk; Senior Clerk; Senior Clerk-Stenographer; Teller; Adjutor; Sr. Addressing Machine Operator	

EXHIBIT No. 28 (Continued)

PROMOTIVE EXAMINATIONS COMPLETED JULY 1, 1943 TO JUNE 30, 1944

CLASS TITLE	Examination consisted of tests as follows:										Lower ranks permitted to participate
	Number of applications filled	Number of applications rejected	Number of applications accepted	Number of participants	Number of inellibles	Number of ellibles	Knowledge of duties (written)	Intelligence (written)	Other tests	Oral test	Ascertained merit and County service
Head Clerk Stenographer	3	—	3	2	2	—	% 90	% —	% —	% 10	General Clerk-Stenographer; Asst. to the Executive Staff, Mayor's Office; Secretarial Telephone Operator
Head Jail Matron, Police Department.....	2	—	2	2	—	2	90	—	—	10	Jail Matron; Policowoman
Head Jail Matron, Sheriff's Office.....	5	—	5	5	—	5	90	—	—	10	Jail Matron; Policowoman
Inspector of Motor Vehicles.....	17	—	17	15	12	3	90	—	—	10	Policeman
Junior Chef, Department of Public Health.....	8	—	8	8	2	6	90	—	—	10	Cook
Maintenance Foreman, Public Utilities Commission ..	23	2	21	19	13	6	90	—	—	10	Laborer; Sub-Foreman Laborer; Water Dept. Worker
Maintenance Foreman, Recreation Department..	34	1	33	29	22	7	90	—	—	10	Laborer; Playground Caretaker; Gardener
Museum Technician, M. H. deYoung Memorial Museum	4	—	4	4	1	3	90	—	—	10	Janitress; Checkroom Attendant; Janitor; Gallery Attendant
Porter Sub-Foreman	14	—	14	14	10	4	90	—	—	10	Porter
Secretary, Recreation Commission	12	—	12	10	5	5	90	—	—	10	Playground Director; Director-at-Large, Recreation Department; Supervisor of Dramatics; Supervisor of Music; Supervisor of Dancing; Supervisor of Swimming
Senior Accountant, Controller's Office.....	8	—	8	8	3	5	90	—	—	10	Accountant; Assistant Supervisor of Disbursements
Senior Bookkeeper, Board of Education.....	4	—	4	4	—	4	90	—	—	10	Bookkeeper
Senior Bookkeeper, Public Utilities Commission	7	—	7	6	—	6	90	—	—	10	Bookkeeper
Senior Bookkeeper, Recreation Department.....	34	—	34	32	3	29	90	—	—	10	Bookkeeper in any city department
Senior Bookkeeper, Machine Operator, Public Utilities Commission	6	—	6	5	2	3	90	—	—	10	Bookkeeping Machine Operator
Senior Civil Engineering Draftsman, Department of Public Works	13	—	13	12	7	5	90	—	—	10	Civil Engineering Draftsman; Structural Draftsman; Surveyor; Civil Engineering Inspector
Senior Clerk, Civil Service Commission.....	7	—	7	6	2	4	90	—	—	10	General Clerk; General Clerk-Typist; General Clerk-Stenographer
Senior Clerk-Stenographer, Board of Education	26	—	26	21	16	5	90	—	—	10	General Clerk-Stenographer

EXHIBIT No. 28 (Continued)

PROMOTIVE EXAMINATIONS COMPLETED JULY 1, 1943 TO JUNE 30, 1944

CLASS TITLE	Examination consisted of tests as follows:										Lower ranks permitted to participate
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of ineligibles	Number of eligibles	Knowledge of duties (written)	Intelligence (written)	Other tests	Oral test	
							%	%	%	%	%
Senior Clerk-Stenographer, Police Department...	4	—	4	3	—	3	90	—	—	—	General Clerk-Stenographer
Senior Probation Officer, Adult Probation.....	6	—	6	6	3	3	90	—	—	—	Probation Officer
Senior Social Service Worker, Public Welfare Department	45	—	45	40	32	8	90	—	—	—	Chinese Social Service Worker; Social Service Worker
Senior Clerk-Typist, Civil Service Commission..	6	—	6	5	—	5	90	—	—	—	General Clerk-Typist; General Clerk-Stenographer
Sergeant, Police Department	420	12	408	386	310	76	75	—	—	—	Policeman Clerk; Meter Reader; Bookkeeping Machine Operator; General Clerk-Stenographer; General Clerk-Typist
Shut-Off Man (Male)	26	1	25	18	10	8	90	—	—	—	Assistant to Superintendent, Laguna Honda Home; Assistant Superintendent, San Francisco Hospital, General Division; Resident Physician and Superintendent, Hessler Health Home; Director of Institutional Nursing; Business Manager, Department of Public Health
Superintendent, Laguna Honda Home.....	2	—	2	2	—	2	90	—	—	—	Sanitary Engineering Designer; Assistant Superintendent and Technician, Sewage Treatment Plant
Superintendent, Sewage Treatment Plant.....	3	—	3	2	1	1	90	—	—	—	Land Appraiser
Supervising Land Appraiser	3	—	3	3	—	3	90	—	—	—	Director-at-Large, Recreation Department
Supervisor of Athletics (Male).....	4	—	4	3	—	3	90	—	—	—	General Foreman, Street Repair; District Director of Street Cleaning; General Foreman, Sewer Connections and Repairs
Supervisor of Street Repair.....	3	—	3	3	1	2	90	—	—	—	Civil Service Examiner
Supervisor of Wage Scales and Classifications... Working Foreman Janitor, Department of Public Works	2	—	2	2	—	2	90	—	—	—	Janitor
Working Foreman Janitor, Department of Public Works	22	—	22	21	11	10	90	—	—	—	Janitor
Working Foreman Janitor, Park Department...	4	—	4	4	2	2	90	—	—	—	Janitor
Working Foreman Janitor, Public Library.....	5	—	5	5	2	3	90	—	—	—	
TOTALS	1,165	19	1,146	1,028	657	371					

EXHIBIT No. 29

PROMOTIVE EXAMINATIONS IN PROGRESS AS OF JUNE 30, 1944

CLASS TITLE	Examination consisted of tests as follows:										Lower ranks permitted to participate
	Number of applications filed	Number of applications rejected	Number of applications accepted	Number of participants	Number of Ineligibles	Number of eligibles	Knowledge of duties (written)	Intelligence and/or aptitude (written)	Other tests	Oral test	Ascertained merit and County service
Accountant (Mayor's Office)	25	—	25	—	—	—	90	%	—	%	10
Accountant (Public Utilities)	5	—	5	—	—	—	90	%	—	%	10
Assistant District Supervisor	19	—	19	17	10	7	90	%	—	%	10
Assistant Head Gallery Attendant, California Palace of the Legion of Honor	2	—	2	2	—	—	90	%	—	%	10
Chief Operating Engineer, Fire Department	5	—	5	5	3	2	90	%	—	%	10
Dining Room Steward, Laguna Honda Home	13	—	13	10	3	7	90	%	—	%	10
District Supervisor	20	—	20	18	13	5	90	%	—	%	10
Engineer (Civil, Public Works)	19	—	19	—	—	—	90	%	—	%	10
Foreman Gardener, Board of Education	17	—	17	13	—	—	90	%	—	%	10
Head Nurse	47	—	47	42	33	9	90	%	—	%	10
Head Nurse, Obstetrical	25	—	25	—	—	—	90	%	—	%	10

Senior Bookkeeper in any of the city departments; Supervisor of Financial Reports, Board of Education

Senior Bookkeeper

Food and Restaurant Inspector, Male; Market Inspector; Housing Inspector; Industrial Inspector; or from old classes of Food Inspector or Tenement House Inspector

Gallery Attendant

Operating Engineer

Kitchen Helper; Cook's Assistant; Waitress; Washer

Food and Restaurant Inspector, Male; Asst. Chief Food Inspector; Market Inspector; Housing Inspector; or Tenement House Inspector

Sr. C. E. Inspector; Chief C. E. Inspector, Minor Projects; C. E. Designer; Sanitary Engineering Inspector; Electrical Engineering Designer; Hydraulic Engineering Designer; Mechanical Engineering Designer; Engineer of Assessments and Complaints; Engineer of Grades; Assistant Chief Surveyor; Assistant Traffic Engineer; or in the new classes of Designer or Assistant Engineer Foreman, Buildings and Grounds; Head Gardener; Foreman Gardener; Asst. Chief Nurseryman; Nurseryman; Maintenance Foreman, in any of the city departments

Registered Nurse; Special Nurse; Operating Room Nurse

Registered Nurse; Special Nurse; Head Nurse; Operating Room Nurse

EXHIBIT No. 29 (Continued)
PROMOTIVE EXAMINATIONS IN PROGRESS AS OF JUNE 30, 1944

CLASS TITLE	Number of applications filed	Number of applications rejected	Number of applicants accepted	Number of participants	Number of ineligible	Number of eligibles	Examination consisted of tests as follows:					City and County service	Lower ranks permitted to participate
							Knowledge of duties (written)	Intelligence (written and/or aptitude)	Other tests	Oral test	Ascertained merit and ability		
Night Supervisor	11	—	11	—	—	—	%	%	%	%	%		Head Nurse
Porter Foreman	16	—	16	—	—	—	90	—	—	—	10		Porter; Porter Sub-Foreman
Porter Sub-Foreman	15	1	14	—	—	—	90	—	—	—	10		Porter; Porter Sub-Foreman
Senior Clerk (Controller's Office)	22	—	22	—	—	—	90	—	—	—	10		General Clerk; Pay Roll Machine Operator; Addressing Machine Operator; Key Drive Calculating Machine Operator; Bookkeeping Machine Operator; General Clerk-Stenographer; General Clerk-Typist
Senior Clerk, Department of Public Health	26	3	23	—	—	—	90	—	—	—	10		General Clerk; General Clerk-Stenographer; General Clerk-Typist
Senior Clerk (Dept. of Public Works)	19	—	19	—	—	—	90	—	—	—	10		General Clerk; General Clerk-Stenographer; General Clerk-Typist
Senior Clerk (Park Department)	84	3	81	—	—	—	90	—	—	—	10		General Clerk; General Clerk-Stenographer; General Clerk-Typist in any city department
Senior Clerk-Stenographer (Health Service System)	61	2	59	32	—	—	50	—	40	—	10		General Clerk-Stenographer or the old class of Stenographer-Typist in any of the city departments
Senior Clerk-Stenographer (Juvenile Court)	10	—	10	8	—	—	70	—	20	—	10		General Clerk-Stenographer; General Clerk-Typist; or in the old class of Stenographer-Typist
Senior Clerk-Typist (Department of Public Health)	19	—	19	—	—	—	90	—	—	—	10		General Clerk-Stenographer; General Clerk-Typist
Senior Clerk-Typist (Juvenile Court)	10	—	10	9	—	—	90	—	—	—	10		General Clerk-Stenographer; General Clerk-Typist; or in the old class of Stenographer-Typist

EXHIBIT No. 29 (Continued)

PROMOTIVE EXAMINATIONS IN PROGRESS AS OF JUNE 30, 1944

CLASS TITLE	Number of applications filed	Number of applications reflected	Number of applications accepted	Number of participants	Number of ineligibles	Number of eligibles	Examination consisted of tests as follows:					Ascertained merit and County service	Lower ranks permitted to participate
							Knowledge of duties (written)	Intelligence and/or aptitude (written)	Other tests	Oral test	%		
Senior Engineer (Civil, Public Works).....	19	—	19	—	—	—	90	—	—	—	10		Sr. C. E. Inspector; Chief C. E. Inspector; Minor Projects; Chief C. E. Inspector; San- itary Engr. Designer; Elec. Engr. De- signer; Hyd. Engr. Designer; Mech. Engr. Designer; Engr. of Assess. and Comp.; Engr. of Grades; Engr. of Street Imp. Inves.; Ofc. Engr.; Supt. Chief Sur- v. Pl.; Struc. Engr.; Asst. Chief Sur- veyor; Chief Surveyor; Traffic Engr.; Asst. Traffic Engineer; or in new classes of Designer, Room Nurse
Senior Operating Room Nurse.....	13	—	13	—	—	—	90	—	—	—	10		Orderly
Senior Orderly.....	52	—	52	—	—	—	90	—	—	—	10		Foreman of Mice., Small Parks and Squares; Chief Nurseryman, Park Dept.; Chief Gardener, Conservatory, Park Dept.; Supervisor of Construction, Roads and Paths, Park Dept.; Super- visor, Golf Course Maintenance, Park Dept.
Supervisor of Maintenance.....	12	—	12	—	—	—	90	—	—	—	10		
Working Foreman Janitor (Juvenile Detention Home).....	2	—	2	—	—	—	90	—	—	—	10		Janitor
Working Foreman Janitor (Park Department)...	107	—	107	—	—	—	90	—	—	—	10		Janitor in any of the city departments
TOTALS.....	695	6	689	—	—	—							

EXHIBIT No. 30

LIMITED TENURE EXAMINATIONS ADOPTED

July 1, 1943 to June 30, 1944

In 1942 a charter amendment was adopted which empowered the Civil Service Commission to qualify applicants for war-time appointments to entrance positions. Appointments are made in order of priority of filing applications, pending creation of lists of eligibles through the regular examination procedure, and in no event to exceed six months beyond the cessation of hostilities. Tests are informal and non-competitive and are administered at the time of filing applications.

CLASS	Applications Filed	Applications Rejected	Number of Eligibles
Administrative Assistant to the Director of Civilian Defense	11	5	6
Alphabetical Key Punch Operator (List 2).....	28	9	19
Anesthetist	7	5	2
Architect	5	3	2
Architectural Draftsman	10	4	6
Assistant City Planner	11	3	8
Assistant Purchaser of Supplies.....	17	11	6
Assistant Superintendent and Technician, Sewage Treat- ment Plant	8	5	3
Assistant to Secretary, Park Commission.....	12	9	3
Auto Machinist (List 2).....	40	15	25
Blacksmith's Finisher	9	5	4
Bookkeeper	98	30	68
Book Repairer	5	2	3
Building Appraiser	15	6	9
Carpenter	26	8	18
Cement Finisher's Helper	11	5	6
Chief Installer, Museum	3	—	3
City Planning Draftsman	6	1	5
Civil Engineering Draftsman	28	4	24
Coordinator, Wartime Harvest Council.....	4	2	2
Cribber	30	8	22
Dairy Inspector	25	10	15
Director of Girls' School.....	4	1	3
Dormitory Clerk	41	16	25
Electrician	27	9	18
Electro-Cardiograph Technician	2	—	2
Engineer of Stationary Steam Engines.....	54	18	36
Field Nurse	22	7	15
Field Supervisor, Air Raid Warden Service.....	5	4	1
Fireman of Stationary Steam Engines.....	20	7	13
Foreman, Recreational Activities, Park Dept.....	12	4	8
Gallery Attendant	85	24	61

EXHIBIT No. 30 (Continued)
LIMITED TENURE EXAMINATIONS ADOPTED
 July 1, 1943 to June 30, 1944

CLASS	Applications Filed	Applications Rejected	Number of Eligibles
Hoseman, Ships and Docks.....	17	5	12
House Mother	11	2	9
Inspector of Public Works Construction.....	6	1	5
Jailer (List 2)	51	13	38
Junior Civil Engineering Draftsman.....	21	5	16
Junior Electrical Engineer (List 2).....	2	—	2
Junior Operating Engineer	26	11	15
Keeper, Sheriff's Office	29	8	21
Key Drive Calculating Machine Operator.....	96	22	74
Male Attendant, Juvenile Detention Home.....	34	9	25
Marine Engineer of Fire Boats.....	10	4	6
Marine Fireman of Fire Boats.....	16	3	13
Master Plan Architect	2	1	1
Master Plan Designer	5	3	2
Master Plan Designer (List 2).....	5	4	1
Museum Technician	8	3	5
Numerical Key Punch Operator (List 2).....	25	7	18
Painter	38	8	30
Photographer, Department of Public Works.....	13	5	8
Plumber	11	2	9
Publicity Clerk	8	6	2
Ranger	388	61	327
Receptionist, Hospitality House	12	4	8
Reservoir Keeper	22	7	15
Rodent Controlman	32	4	28
Scamstress	35	12	23
Social Service Worker	50	15	35
Special Agent (List 2).....	27	8	19
Starter, Park Department	11	3	8
Steamfitter	23	5	18
Storekeeper	142	30	112
Storekeeper (Male) (List 2).....	29	7	22
Superintendent, Sewage Treatment Plant.....	6	3	3
Supervisor of Activities, Hospitality House.....	6	1	5
Tabulating Machine Operator	17	4	13
Telephone Operntor (Male)	13	3	10
Truck Driver-Laborer	16	4	12
TOTALS	1,944	533	1,411
Limited Tenure Examinations completed.....			69
Limited Tenure Examinations in progress.....			115
Total Number of Appointments made as of July 1, 1944.....			6,200
Total Number of Applicants interviewed as of July 1, 1944.....			18,240

EXHIBIT No. 31
LIMITED TENURE EXAMINATIONS IN PROGRESS
As of June 30, 1944

CLASS	Applicants Accepted	Number Appointed
A56 Bricklayer	4	2
A154 Carpenter (Outside San Francisco).....	24	24
A170 Stage Property Man.....	3	2
A252 Glazier	6	5
A364 Car and Auto Painter.....	5	4
B210 Office Assistant (List 2).....	92	44
B210 Office Assistant (Outside San Francisco).....	1	1
B222 General Clerk (Outside San Francisco).....	4	2
B222 General Clerk (Male) (List 2).....	81	64
B301 Pay Roll Machine Operator.....	8	8
B302 Addressing Machine Operator.....	17	7
B305 Voting Machine Adjuster.....	83	83
B311 Bookkeeping Machine Operator.....	44	37
B325 Blue Printer	3	3
B327 Photostat Operator	12	12
B408 General Clerk-Stenographer.....	292	289
B408 General Clerk-Stenographer (Outside S. F.).....	12	12
B512 General Clerk-Typist (Female) (List 2).....	151	143
B512 General Clerk-Typist (Male) (List 2).....	18	17
C102 Janitress	230	226
C104 Janitor	373	371
C104 Janitor (Outside San Francisco).....	2	2
C180 Gallery Attendant (Male) (List 2).....	11	7
E106 Armature Winder	1	1
E110 Radio Maintenance Man.....	2	1
E120 Governorman (Outside San Francisco).....	12	12
E122 Power House Operator (Outside San Francisco).....	16	13
E151 Transmission Line Patrolman Helper (Outside San Francisco).....	17	17
E152 Transmission Line Patrolman (Outside San Francisco).....	4	2
F523 Junior Water Purification Engineer.....	4	4
F814 City Planning Aid.....	2	2
G2 Land Appraiser	2	2
G15 Property Auditor, Assessor.....	5	2
G18 Assistant Marine Surveyor.....	1	1
G51 Personnel Assistant	3	3
G52 Senior Personnel Assistant (Male) (List 2).....	2	2
H2 Fireman, Fire Department.....	136	136
H102 Marine Fireman of Fire Boats (List 2).....	5	3
H202 Fireman, Salvage Corps.....	7	7
I2 Kitchen Helper	303	283
I10 Cook's Assistant	21	15
I11 Griddle Cook	4	3
I12 Cook	36	28
I12 Cook (Outside San Francisco).....	23	22
I22 Butcher (List 2).....	1	1
I52 Counter Attendant	38	37

EXHIBIT No. 31 (Continued)

LIMITED TENURE EXAMINATIONS IN PROGRESS

As of June 30, 1944

CLASS	Applicants Accepted	Number Appointed
I54 Waitress	17	15
I106 Morgue Attendant (List 2).....	4	2
I116 Orderly	862	862
I152 Flatwork Ironer	1	1
I154 Laundress	17	15
I158 Sorter	3	3
I166 Wringerman	8	8
I167 Tumblerman	5	5
I170 Washer	15	15
I174 Superintendent of Laundry, Laguna Honda Home.....	2	1
I178 Superintendent of Laundry, San Francisco Hospital.....	2	1
I204 Porter	385	385
J4 Laborer (Outside San Francisco).....	42	40
J66 Garageman	32	31
J74 Rodent Controlman (List 2).....	15	15
J152 Trackman	13	13
L6 Superintendent of San Francisco Hospital.....	1	1
L52 Bacteriological Laboratory Technician.....	1	1
L67 Assistant Clinical Technician, Blood Bank.....	8	8
L102 Food Chemist's Assistant.....	9	3
L202 Dietitian (List 2).....	5	3
L375 Chief, Division of Tuberculosis Control (List 2).....	1	1
L404 Psychologist	6	3
L452 X-Ray Technician	1	1
M158 Boiler Inspector.....	2	1
M202 Car Repairer	63	62
M254 Machinist	7	2
M260 Instrument Maker	6	4
N204 Housing Inspector	1	1
O1 Chauffeur (List 2).....	43	28
O6 Ambulance Driver	19	19
O8 Morgue Ambulance Driver.....	12	6
O52 Farmer	4	4
O55 Tree Topper-Laborer	5	5
O57 Tree Topper	3	2
O58 Gardener	349	349
O58 Gardener (Outside San Francisco).....	1	1
O59 Insecticide Spray Operator.....	1	1
O116 Teamster, Two Horse Vehicle.....	1	1
O166.1 Junior Operating Engineer (List 3).....	6	3
O168.1 Operating Engineer (List 2).....	27	13
P2 Emergency Hospital Steward.....	46	45
P52 Public Health Nurse (List 2).....	0	0
P102 Registered Nurse	197	197
P103 Special Nurse	5	5
P204 Anaesthetist (List 2).....	1	0

EXHIBIT No. 31 (Continued)

LIMITED TENURE EXAMINATIONS IN PROGRESS

As of June 30, 1944

CLASS	Applicants Accepted	Number Appointed
P208 Operating Room Nurse.....	30	30
P304 Instructor of Nursing.....	2	2
Q2 Policeman	247	247
Q4 Policewoman	15	15
Q20 Juvenile Aid Officer.....	2	1
R56 Playground Director	543	464
R110 Life Guard	1	1
R111 Life Guard-Watchman	1	1
R114 Swimming Instructor	7	6
R132 Starter, Park Department (List 2).....	4	1
S102 Conductor (Male)	275	275
S103 Street Car Operator (Female).....	669	669
S104 Motorman	817	817
T22 Assistant Director of the Boys' Ranch School (List 2).....	2	2
T26 Ranch School Maintenance Man (Outside San Francisco).....	11	6
T32 Group Supervisor	9	9
T56 Probation Officer	63	60
T57 Psychiatric Social Service Worker.....	10	9
T157 Social Service Worker (List 2).....	44	29
U206 Water Department Worker (Outside San Francisco).....	63	59
W106 Rides Attendant	7	7
W206 Animal Keeper	44	44
X42 Librarian	168	142
Limited Tenure Examinations in progress.....		115

EXHIBIT No. 32

ANALYSIS OF EXAMINATION QUESTIONS PROTESTED 1943-44

Number of items included in written tests.....	15,800
Number of items protested by participants.....	474
Number of items eliminated on protests by participants.....	165
Number of items revised on protests by participants.....	137
Number of protests denied.....	172



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REPORT TO MAYOR ROGER D. LAPHAMFOR CALENDAR YEAR 1945

During the current calendar year 98 promotive examinations have been announced of which 75 have been completed and 23 are in the process of being administered.

There have been 254 limited tenure examinations announced during the year and out of this number 116 have been completed and closed and 138 are continuing and still open for receipt of applications. It is estimated that approximately 22,000 applicants for limited tenure appointments were interviewed during the current calendar year and that approximately 12,000 limited tenure appointments including temporary appointments of short duration, were affected.

The end of hostilities produced a marked change in the labor and recruitment problems of the city and county. Whereas the Police and Fire Departments were each short about 150 men as of July 1, practically all vacancies in these departments had been filled before the first of December. Likewise the persistent and serious shortages of personnel in the operating and mechanical forces of the Municipal Railway had been largely overcome by the end of the year. At the present time acute shortages exist in only a relatively few classifications such as stenographic and some other clerical services and certain specialized and professional classifications, such as engineers, nurses, etc.

The commission is postponing resumption of its regular recruitment program insofar as possible until demobilization of the armed forces is more nearly complete. It is expected that by the end of the fiscal year normal recruitment procedures under regular civil service examination programs will be resumed. In the meantime several regular civil service examinations have been announced for classifications open to women, which classifications would not ordinarily be attractive to women members of the armed forces.

The commission will reestablish the policy which was in effect prior to the outbreak of the war under which it was gradually raising standards for admission or entrance to the municipal service. The liberal salary and wage scales that are in effect in the San Francisco service, and which are a San Francisco tradition, entitle the community to the very best type of service from its employees. High standards of training, experience and competency for admission to the service are essential if high standards of performance are to be established and maintained.

The commission is also reviewing and reappraising the promotional examination policies that have been in effect in this jurisdiction since the establishment of civil service. Under these current policies there has been a tendency to fill all positions carrying compensations above the lowest levels by promotion within the service. Normally these promotional examinations have been restricted to persons in the same department in which the vacancy occurs who are occupying positions classified in the next lower ranks below that of the position being filled. It is believed that the service as well as the employees will benefit by a change in this policy. The salary paid in a position is not the criterion in determining whether it should be filled by promotion. There is only



one test to be applied in making this decision. Simply stated, the test is the answer to this question: Is there adequate personnel in the service with the necessary training and experience, and qualifications from which promotions can be made? If there is adequate promotional material the position should be filled by promotion within the service. If there is not adequate promotional material there should be no hesitancy in going outside the service to fill the position.

The commission is fully aware of the implications and the importance of sound recruitment policies in filling the entrance and the advanced positions in the municipal government. At the present time there are some 3600 persons employed in the municipal government under limited tenure appointment and a very great impetus can be given to the program of improving governmental personnel in this jurisdiction if sound and constructive recruitment policies and procedures are used in selecting replacements for these limited tenure employees.

Shortly after VJ Day the commission reviewed its policies governing the granting and continuance of leaves of absence to persons engaged in the war effort. The commission adopted a policy under which all such leaves would be terminated as of December 3, 1945, but provided that those employees on war effort leave who were engaged in important and essential work in connection with the orderly liquidation of the war activities in the plants or establishments in which they were engaged could make application for renewal of the war effort leave for a limited period. Such persons requesting renewals were required to file with the commission a statement of the employing plant or agency certifying to the necessity for the continuation of the war effort leave. These requests for renewals were then referred to the appointing officers in the municipal service under whom these persons were employed and the appointing officer was requested to recommend for or against the renewal. When this policy was adopted by the commission over 150 war effort leaves were in effect. All but about 10 were terminated on or before January 2, 1946.

During the current year 347 employees who had been on military duty returned to the service of the city and county. As of December 5, 1053 municipal employees were still in the military service.

According to records of the commission, 14 municipal employees gave their lives in the service of the country during the late wars. These employees to whom we pay homage are as follows:

<u>Name</u>	<u>Classification</u>	<u>Department</u>
Argenti, Jerome	Motorman	Municipal Railway
Chandler, Harold D.	Policeman	Police
Deasy, David F.	Fireman	Fire
DeGryse, William G.	Fireman	Fire
Feldfaenger, Herbert O.	Fireman	Fire
Keane, Joseph	Motorman	Municipal Railway
McGinn, James W.	Policeman	Police
McKenna, Stephen L.	Hydrantman-Gateman	Fire
O'Connell, John J.	Policeman	Police
O'Hare, George F.	General Clerk	Public Utilities
Paddock, Raymond A.	Fireman	Fire
Stewart, James W.	Fireman	Fire
Wilson, William L.	Car Repairer	Municipal Railway
Zimmerman, Ralph L.	Control Tower Operator	Public Utilities(Airport)



At the request of the Board of Supervisors the commission in July undertook a salary standardization survey pursuant to the provisions of section 151 of the charter. The commission was in the midst of the work of gathering data concerning wages and salaries paid in private employment and other governmental jurisdictions when the war ended. Shortly thereafter some of the federal wage restrictions were lifted and it became necessary for the commission to recheck much of the data which it had previously collected. The results of this survey in the form of revised salary standardization schedules will be before the Board of Supervisors very shortly.

There has been no general review or overhauling of the commission's classification plan and structure since 1929. There is a definite need for audit of the duties of positions in the municipal service and for a reallocation and revaluation of duties and positions, and for a simplification of the classification plan. The commission discussed this matter with the mayor and other municipal officials in August of the current year and it was deemed advisable to postpone the classification survey until the early part of 1946 when the salary survey would be nearing completion. It is the desire of the commission that this classification survey be conducted by an agency from outside the government with the necessary experience and organization to do the work. It is the intention of the commission to request a supplemental appropriation to cover the cost of such a survey and to undertake the work as quickly as possible.



By vlt 9/10/48.

ACTIVITIES OF THE CIVIL SERVICE COMMISSION.

1947 - 1948

Report to Mayor - for Mayor Annual message

The Commission has continued to press forward the work of replacing all former limited tenure personnel with permanent civil service appointees recruited under the regular civil service procedure and under the pre-war minimum standards of experience and fitness. At the close of the war more than 3000 of the 15,000 employees occupying civil service positions were limited tenure appointees. These limited tenure employees were engaged in 150 different classifications. As of this date, approximately 600 positions in 65 classifications remain to be filled by regular employees. The second, and in some cases third and fourth series of examinations are in progress to fill all of these remaining positions. The Commission actually held and completed a total of 478 separate examinations during the fiscal year including entrance examinations, promotional examinations and substitute promotional examinations for employees who were deprived of the opportunity to compete for promotion due to absence from the city service while serving in the armed forces during the war. The largest number of examinations ever completed in one year prior to the war was 153 in 1931-32. The magnitude of the accomplishment of the Commission during 1947-48 is indicated by this comparison.

The Commission maintained high standards of minimum qualifications for admission to examinations for permanent appointment. Had these standards been lowered, undoubtedly all of the

positions remaining unfilled by permanent regular civil service appointment could have been filled before now. The Commission has been wise to insist on proper standards even though the maintenance of these standards has tended to delay the completion of its post-war recruitment program.

During 1947-48, at the request of the Board of Supervisors as provided by charter, the Commission undertook and completed the fifth general revision of municipal wage rates within six years. The revised schedules as finally adopted by the Board of Supervisors added more than \$2,000,000 to the annual payrolls of the city government. These increases were shared by about 7100 employees of the 7500 whose compensations are subject to section 151 of the charter. In addition, the Commission certified new wage rates for crafts under section 151.3 of the charter which increased the wages of 2030 craftsmen by \$550,000 annually. Wage increases for about 2800 platform employees of the Municipal Railway, amounting to \$800,000, were voted by the Board of Supervisors, but payment of these higher wage schedules for platform employees is held up pending the outcome of litigation which commenced when the Civil Service Commission withheld approval of the payrolls carrying the higher rates, after the City Attorney had rendered an opinion that the new rates were not fixed as provided by charter.

By vote of the people, members of the Police and Fire Departments were granted increases of \$300 per year, amounting to about \$900,000 per year for the two departments. The school



departments increased salaries of school teachers by about \$500,000. All these salary and wage adjustments in the service of the City and County of San Francisco and the Unified School District, effective July 1, 1948, total almost \$5,000,000 per year.

The Commission has also undertaken a review of the entire charter structure governing civil service and is considering also a number of proposals that have been made for revision of the civil service law. This work is now in progress and it is expected that recommendations for charter revisions, based on this study will be made to the Board of Supervisors during the current fiscal year.







